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Leadership responsibilities:  
Perceptions of school board members and superintendents in the State of Iowa

by

Gregory Alan Thomas

A dissertation submitted to the graduate faculty  
in partial fulfillment of the requirements for the degree of  
DOCTOR OF PHILOSOPHY

Major: Education (Educational Administration)

Major Professor: William K. Poston, Jr.

Iowa State University

Ames, Iowa

2000

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Gregory Alan Thomas  
has met the dissertation requirements of Iowa State University**

Signature was redacted for privacy.

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**For the Major Program**

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**For the Graduate College**

Dedicated to my wife, Janet, and my three  
children, Brittney, Jessica, and Alyssa, who sacrificed  
and love me through my efforts, and to my parents,  
Donald and Susan Thomas, who instilled in me the desire  
to succeed and the confidence to chase my dreams.

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## **CHAPTER I. INTRODUCTION**

Many educational writers and researchers have analyzed and examined the relationship between boards of education and superintendents. At the center of this relationship are the responsibilities of each of the two groups. A traditional description of the responsibilities of the school board and superintendent is that the board of education is made up of laypersons that have been popularly elected and, thus, are representatives of those who have elected them. These representatives are to determine the general goals and direction of the districts. The board is to be assisted in its work by an expert. This expert, the superintendent, is to assist the board in its actions and to use his or her expertise to implement the board's policies and directives (Brodinsky, 1983; Bryant, 1991; Hoover & Slezak, 1978; Wildman, 1987). Although this traditional understanding has been widely accepted, the proper responsibilities of the two parties have been debated for well over 100 years. The debate has heated up again. Many of those concerns are focused on the board/superintendent relationship and how the two groups disentangle the leadership responsibilities within the educational organization.

Because so much is at stake, it perhaps is inevitable that board members and superintendents individually, from time to time, raise questions and concerns about the responsibilities of the other (American Association of School Administrators, 1980). The board and superintendent can reduce friction and strengthen their relationship if they can understand, or at least attempt to understand, each other's responsibilities in the school system (Rancic, 1992). A school board and superintendent which divulge the organization into micro-management will ultimately render an inefficient system, a community of distrust,

and a poor educational system (Carver, 2000). This study recognized micro-management as directing the work of subordinates to a fine degree without letting them work independently (Schaul, 2000).

According to the School Administrators of Iowa (SAI) (1999), the State of Iowa is in a transition period concerning leadership positions. The Iowa Department of Education and SAI conducted a survey of all superintendents, assistant superintendents, building principals, assistant principals, AEA chief administrators, and AEA division directors who were 50 years of age and older. Out of the 180 surveys sent to superintendents, 140 were returned. Out of those returned, 95 superintendents stated that they intended to retire by the year 2003. Universities across the state have been intensified recruiting candidates for their programs. Although the numbers in these programs have been increasing, many do not believe that there will be enough candidates to avoid this potential leadership crisis.

Why are there not more professional educators turning to leadership roles? There are many ideas and opinions to answer this question. Many educators are not turning to the superintendency because of the relationships that exist between school boards and the district superintendents. Studies indicate that a board crossing over the imaginary line of school governance is a primary reason for tense relationships (Brubaker, 1995; Bryant, 1991). Carver (2000) states, "the most destructive stress for superintendents are their relationships with their board of education. Working for a board can be harmful to one's health, as the longevity of superintendents may indicate, in part because boards are the least disciplined, least rationale, and most disordered element in any school system" (p. 6). Identifying areas of responsibilities upon which each group agrees and disagrees could provide useful



information, and would assist in the avoidance of, or decrease of, tensions between school boards and the superintendent.

Over the past two decades school boards and superintendents have formulated a sense of shared responsibility that has created disorder in some school systems and complete chaos in others. The blurring of the responsibilities of the superintendent and the board of education makes it difficult to define the locus of accountability for policy and administration and intensifies the pressures that constituents exert on members of boards to become little more than surveyors of constituent services. According to the American Association of School Administrators (1980), "It is increasingly important for the board and superintendent to delineate their respective responsibilities" (p. 1). Because of this blurring of the responsibilities between the superintendent and the board of education, it is necessary to establish a foundation of understanding concerning the perceptions of school boards and superintendents on where the imaginary line is drawn between the responsibilities of each group within the State of Iowa.

This study parallels a dissertation study completed in 1985 by Donald T. Alvey at Virginia Tech University. Alvey surveyed a representative national sample of board members and superintendents. His goal was to identify areas in which school boards and superintendents agree and disagree about their respective responsibilities in school leadership.

Alvey's research addressed two questions. First, do boards and superintendents agree on their individual responsibilities in their school system, and secondly, how closely does the real division of responsibility mirror their perceptions of the ideal? In order to do this, he

asked board members and superintendents to tell who actually handles—and who should handle—each of 27 real-life situations (Alvey, 1985).

From the findings it was clear most of the disagreement related to employing, dismissing, promoting, or transferring staff members. In many of these cases, board members believed they should have much more control than superintendents should, and superintendents believed otherwise. Although superintendents believed they should have more power in personnel matters, they believed they should have less control in the areas of financial management, curriculum, instruction, and administration/governance (Alvey, 1985).

School boards and superintendents did agree in certain areas. For example, the closest agreement in terms of personnel matters came on the issue of negotiating for the school system during employee contract talks. Board members believed superintendents carried most of that responsibility, but the school chiefs maintained the load was shared. Nevertheless, both groups agreed the board should have more responsibility for contract negotiations (Alvey & Underwood, 1985). The current study did not directly replicate Alvey's study. However, Alvey's study was utilized for general guidance and format, as well as to formulate research questions. Additionally, other ideas, such as general topics of leadership issues, were applied when developing leadership scenarios.

This present study is a first step in assessing the perceptions of the division of leadership within the school systems in the State of Iowa. It will provide data about superintendent and board member philosophies toward issues of leadership responsibility for conducting business within a school organization. Mullins (1975) states, "the awareness of the duties and responsibilities of both the superintendent and board members is considered a crucial area in the relationship between those parties" (p. 25). As previously mentioned, the

current climate for superintendents and school board members is very fuzzy and embroiled. In our schools today, creating efficient systematic performance is identified as a major means of improving the quality of education provided to students. One such way of creating the required performance level is identifying appropriate responsibilities of the governing bodies of local school districts.

### **Statement of Problem**

School governance is filled with the ironic combination of micro-management and board members doing exactly what their superintendents want them to do, as well as an array of tradition-blessed practices that trivialize the board's important public policy responsibility (Carver, 2000). The business of running the schools is so serious that neither board members nor administrators can afford to allow this relationship to deteriorate. It is imperative that each try hard to maintain an acceptable level of performance in the fulfillment of his or her responsibility (Wright, 1983).

Relationships between board members and superintendents will have either a positive or negative effect on what happens in schools within our state and nation. The quality of a community's educational program is in danger if its board and superintendent are not working together in such a manner as to explore the relationship of leadership for the schools.

A shared sense of responsibility within the governance of school organizations has developed or perceived over the past decades. An unclear picture has evolved concerning the imaginary line, which separates the responsibilities of both groups. Therefore, the problem of this study is to determine the inconsistencies, if any, of the two groups of school system

leaders—school board members and superintendents—regarding who is responsible and who should assume the responsibility of leadership in the school system on selected leadership issues during the 1999-2000 school year.

### **Purpose of the Study**

The purpose of the study was to explore the understanding or lack of understanding of school board members and superintendents in the State of Iowa concerning who currently holds leadership responsibilities in specific areas and who should assume leadership responsibilities in specific areas in the school organization on selected issues.

This study established a foundation of understanding concerning the perceptions of school boards and superintendents on where the division between the responsibilities of each group within the State of Iowa lies.

This study established the current perceptions of school leadership within the school organization. It provides data about superintendent and board member philosophies toward issues of leadership responsibility for conducting business within a school organization.

### **Objectives of the Study**

To accomplish the purposes of this study, it was necessary to address the following objectives:

1. To investigate the literature on the responsibilities of both school boards and superintendents of school.
2. To gather, organize, and analyze data concerning perceptions of Iowa school board members and Iowa superintendents concerning leadership responsibilities.

3. To determine if a relationship exists between the perceptions of Iowa school board members and the perceptions of Iowa superintendents.
4. To provide data, which can assist in the improvement of relationships between Iowa school board members and Iowa superintendents.

### **Definitions**

Several terms used throughout the study are defined to avoid misinterpretation.

#### School Board Members

The term “school board member” identifies an elected individual, in the State of Iowa, who is a member of the local school district. The members making up the total board are responsible for establishing the direction of the school through policy development.

#### Superintendent

The term “superintendent” refers to the chief executive officer of a local school system. He or she is charged with administering the schools in accordance with the policies adopted by the school board.

#### Policy

The term “policy” identifies principles adopted by a board of education that prescribe ends or desired organizational results for a chief administrator and to define the limits within which he/she may exercise judgment and discretion. Policies are guides to the what, the why, and the how much of desired educational operation (Knezevich, 1984).

### Leadership

The term “leadership” for this study identifies a person or a group of people who leads others within school systems.

### Role

The term “role” for this study identifies those positions of school board members and superintendents in the State of Iowa.

### Responsibility

The term “responsibility” identifies leadership items which school board members and superintendents are held accountable for.

### Micro-management

The term “micro-management” is defined as directing the work of subordinates to a fine degree without letting them work independently (Schaul, 2000).

## **Research Questions**

1. What are the issues and categories of leadership in the school organization that school board members of Iowa school districts identify as ones for which they are responsible?
2. What are the issues and categories of leadership in the school organization that school board members identify for which they ought to have responsibility?
3. Are there significant differences between the issues or categories of leadership that school board members identify as ones for which they do assume responsibility and ones for which they should assume responsibility?

4. What are the issues and categories of leadership in the school organization that superintendents identify as ones for which they are responsible?
5. What are the issues and categories of leadership in the school organization that superintendents identify as ones for which they ought to have responsibility for?
6. Are there significant differences between the issues or categories of leadership that superintendents identify as ones for which they do assume responsibility and ones for which they should assume responsibility?
7. What are the issues or categories of leadership where school board members and superintendents differ in their identification as ones on which each group does assume responsibility?
8. What are the issues or categories of leadership where school board members and superintendents differ on their identification as ones on which each group should assume responsibility?
9. Do the relationships between attitudes about separation of responsibilities held by school board members and superintendents vary by demographic data such as gender, K-12 enrollment, size of community, years of experience, level of education, total years served on school boards, and occupational clusters for comparisons and analysis?

### **Hypotheses to be Tested**

The null hypotheses for this study are:

Hypothesis 1: There are no significant differences between the issues or categories of leadership that school board members identify as ones for which they do assume responsibility and ones for which they should assume responsibility.

- Hypothesis 2: There are no significant differences between the issues or categories of leadership that superintendents identify as ones for which they do assume responsibility and ones for which they should assume responsibility.
- Hypothesis 3: There are no significant differences between issues or categories of leadership where school board members and superintendents differ on their identification as ones on which each group does assume responsibility.
- Hypothesis 4: There are no significant differences between issues or categories of leadership where school board members and superintendents differ on their identification as ones on which each group should assume responsibility.
- Hypothesis 5: There are no significant differences between issues or categories of leadership that male school board members and female school board members differ on their identification as ones on which they should and should not assume responsibility.
- Hypothesis 6: There are no significant differences between issues or categories of leadership that male superintendents and female superintendents differ on their identification as one on which they should or should not assume responsibility.
- Hypothesis 7: There are no significant differences between issues or categories of leadership that school board members, from different size communities, differ on their identification as ones for which they should and should not assume responsibility.
- Hypothesis 8: There are no significant differences between issues or categories of leadership that school board members, from different size school districts, differ on their



identification as ones for which they should and should not assume responsibility.

Hypothesis 9: There are no significant differences between issues or categories of leadership that superintendents, from different size communities, differ on their identification as ones for which they should and should not assume responsibility.

Hypothesis 10: There are no significant differences between issues or categories of leadership where superintendents, from different size school districts, differ on their identification as ones for which they should and should not assume responsibility.

Hypothesis 11: There are no significant differences between issues or categories of leadership where school board members with different levels of education, differ on their identification as ones for which they should and should not assume responsibility.

Hypothesis 12: There are no significant differences between issues or categories of leadership where superintendents with different levels of education, differ on their identification as ones for which they should and should not assume responsibility.

Hypothesis 13: There are no significant differences between issues or categories of leadership where school board members, from different occupational clusters, differ on their identification as ones for which they should and should not assume responsibility.

Hypothesis 14: There are no significant differences between issues or categories of leadership where school board members, with different levels of board experience, differ on their identification as ones for which they should and should not assume responsibility.

Hypothesis 15: There are no significant differences between issues or categories of leadership where superintendents, with different levels of superintendency experience, differ on their identification as ones for which they should and should not assume responsibility.

### **Basic Assumptions**

- The study is based on the assumption that subjects responded honestly and openly to the questionnaire and that perceptions of the administrators and board members adequately represent actual beliefs of the population.
- The study assumes the respondents correctly understood the directions and contents of the instrument.
- The study assumes that through these leadership responsibilities, respondents' responses revealed their beliefs and that those beliefs will be similar to processes employed in actual situations within an educational organization.

### **Delimitations of the Study**

The delimitations of the study are the following:

1. The population of this study is a representative sampling composed of those school board members and superintendents in the 364 school districts in the State of Iowa during the

1999-2000 school year. Results may not be representative of the perception of the entire state's or nation's school board members and superintendents.

2. The data represent the perceptions of the subjects concerning the given information at the time of the survey and may be influenced by factors beyond the researcher's control.

### **Human Subjects Release**

The Iowa State University Committee on Use of Human Subjects in Research reviewed this project and concluded that the rights and welfare of the human subjects were adequately protected, that the risks were outweighed by the potential benefits and expected value of the knowledge sought, and that confidentiality of data was assured.

## **CHAPTER II. REVIEW OF LITERATURE**

The review process for this proposal began by conducting searches through the ERIC system. Identifying relevant articles contained in bibliographies of prior research studies, and accessing Dissertation Abstracts, and Library Indexes followed this search. Finally, personal contacts were made with expert faculty and acting board members and superintendents. The process provided a rich array of beliefs on the division of responsibilities of superintendents and board members. However, it also established the scarcity of research within this area. With this dearth of information, it is imperative that the responsibilities of superintendents and board members be studied.

The literature review for this study is divided into six different parts. The first part will accentuate the need for educational organizations to define the responsibilities of those who make educational decision for their respective school district in Iowa. The second part focuses on the historical origins of school boards and superintendents. The third part summarizes the importance of board of education and superintendent relationships. The fourth part describes a body of research on the different types of governance systems that are utilized today in school systems across the nation. The fifth and sixth parts dwell on school board and superintendent responsibilities, respectively.

### **Motivation for Study**

This study is necessary to establish a foundation of understanding concerning the perceptions of school boards and superintendents on where the line between responsibilities are drawn for each group within the State of Iowa. The blurring of the responsibilities of the superintendent and the board of education makes it difficult to define the locus of

accountability for policy and administration and intensifies the pressures that constituents exert on members of boards to become little more than surveyors of constituent services. According to the AASA (1980), "It is increasingly important for the board and superintendent to delineate their respective responsibilities" (p. 1). Twiford (1986) agreed by stating, "It is imperative that the role of the board and the role of the superintendent be clearly delineated and thoroughly understood by all parties" (p. 3). According to the conventional wisdom, the school board sets policy and the superintendent and other administrators implement it (Carver, 2000; Goldhammer, 1964; Hoover, 1978; AASA, 1980; Tallerico, 1989). This simple definition is not as clear as it once was.

After examining the literature presented, including Tables 1-2, it is evident that there are no universally accepted definitions of responsibilities for school board members. As shown in Table 1, it still is accepted practice that boards should establish set policy. It is also believed that school boards are responsible for hiring and evaluating the superintendent. Other than these two responsibilities, there is not a consensus of the responsibilities of the school boards.

Responsibilities of superintendent are somewhat better delineated. According to Table 2 and the literature, professional organizations and experts believe that the traditional responsibilities of carrying out day-to-day activities of the school district are entirely the duty of the superintendent. Executing policy, preparing policy, developing staff development, communicating with the board and the community and evaluating staff are listed as responsibilities of the superintendent by the majority of the professional organizations and experts.

Table 1. Responsibilities of school boards from the literature

	Set policy	Decide curriculum	Hire/evaluate superintendent	Allocate resources	Approve/ choose textbook	Negotiate teacher contracts
AASA, 1946	X	X	X	X	X	X
AASA/NSBA, 1980			X	X		
Poston, 1994	X		X			
Rural Trust Policy Program	X	X	X	X	X	X

Table 1. (continued)

	Facilities planning	Set tax rate	Hire principal/ teachers	Set academic standards	Create vision	Strategic plan
AASA, 1946	X	X	X	X		
AASA/NSBA, 1980				X	X	
Poston, 1994						X
Rural Trust Policy Program	X	X	X	X	X	X

Table 2. Responsibilities of superintendents

	Carry out day-to-day duties	Preparing policy	Execute policy	Developing staff development	Communication w/board & community	Developing budget
AASA, 1946	X		X	X	X	X
AASA, 1963	X		X	X	X	
AASA/NSBA, 1980	X	X		X	X	
Poston, 1994	X	X	X			
Minnesota, 2000	X		X	X	X	
Texas, 2000	X	X	X			X
Illinois, 2000	X	X				X



Table 2. (continued)

	Selecting staff	Evaluating staff	Physical plan management	Purchasing equipment
AASA, 1946	X	X	X	
AASA, 1963				
AASA/NSBA, 1980		X		
Poston, 1994				
Minnesota, 2000				
Texas, 2000	X	X	X	
Illinois, 2000	X	X		

Educational organizations, whether they are national or state associations, as well as experts cannot establish the specific responsibilities for school boards and superintendents. Without distinct definitions of these important responsibilities, those who are leaders within local school districts may not have the information needed to stay within their particular line of authority. Therefore, it is important that this study was done in order that the inconsistencies of the two groups of school system leaders—school board members and superintendents—are determined within the State of Iowa.

### **Historical Origins of School Boards and Superintendents**

During the colonial era, the family unit, the school, and the church were all responsible for educating the young children of the community. Almost everyone in the early settlements was related to one another. The family was responsible for teaching the individuals to learn, work, live, and worship together. The families supported the first schools. They stressed reading, 'riting, 'rithmetic, and moral and spiritual values (Fletcher, 1980).

When it became apparent that this voluntary education was not sufficient to educate the young in these chosen areas, the colony's leaders decided more needed to be done. Town officials—not the clergy and not the colonial government, but local citizens—were made responsible for schooling. They were not yet responsible for schools, but only for checking upon whether children were being taught, in whatever way was feasible, "to read and understand the principles of religion and the capital laws of this country" (Bendiner, 1969, p. 21).

With little progress resulting toward the education of all children, a law was passed in 1647, known as the Old Deluder Law, which required all children and apprentices living

away from home to attend class. The law also required any township of 50 or more households to appoint a person to teach reading and writing to the children. Additionally, the law established that any township with 100 or more households set up a grammar school so that students would be prepared academically to attend universities. Between these two statutes, the foundation for the public school system was established, compulsory education decreed by the state with communities directed to maintain schools out of local taxation (Bendiner, 1969).

As populations grew in size, so did the tasks of inspecting on the schools. The selectmen, in charge of many other aspects of government, appointed committees of their peers to do the job for them. School committeemen had no easy time. Some colonists neither welcomed the schools nor rushed to their support. Yet, school committeemen carried on with determination. First they located a place to hold classes. They then had to search extensively for an adult who could read and write and who was willing to become the schoolmaster. Providing food and lodging for the schoolmaster and keeping the schoolhouse in repair and heated were also tasks assigned to school committees. Most important was the school committee responsibility of visitation. Several times a year, members visited the schoolmaster and his teachers to examine copy books, to hear classes repeat their letters and to admonish both teacher and pupils to be faithful to their tasks (IASB, 2000). The committeemen would also bring the schoolmaster supplies such as quills, ink in the form of powder, and paper. When textbooks came into existence, the school committee decided what to buy and asked the town to provide the money. These appointed committees became the prototypes for future governing bodies of school systems across the nation (Bendiner, 1969).

For almost 200 years, school committees carried on responsibilities of administration, supervision, testing, personnel evaluation, textbook adoption, plant maintenance, and community relations—all in early stages; and all without administrative help. They achieved their main point; however, to keep the schools close to the people and the people close to the schools. That was the way Americans wanted it (IASB, 2000). As urbanization took place, the city school committees were frequently tied to local government politics. Corruption and favoritism in government was commonplace in schools. At the same time, school boards or committees found it impossible to invest the time required to supervise the schools. The role of a paid clerk or supervisor emerged into an undefined role of superintendent. The school board selected the superintendent, or sometimes the superintendent was an elected official (Fletcher, 1980).

The last decade of the 19<sup>th</sup> century through the first part of the 20<sup>th</sup> century saw the responsibility of the superintendent expand. The reorganization of educational structures resulted in a trend to remove local school boards from politics by the creation of centralized school boards with professional supervision by a superintendent. During this time of increased involvement by a professional superintendent, educators were placed on pedestals and regarded as “knowing what was best.” In the early 1900s, the colleges of education and universities portrayed professional educators as experts by establishing teacher and administrator training programs and degrees. Titles and degrees reinforced the illusion that administrators could solve all problems for school boards and parents (Fletcher, 1980).

With superintendents becoming full-time professionals, it became an accepted agreement that school boards should be involved in policy making and leave the administration of the school system to their superintendent. State laws began to separate the

policy making responsibility of boards and the administrative responsibility of the professional by defining the powers and responsibilities of superintendent and board of education (Fletcher, 1980).

During the past four or five decades, foreseers have declared that school boards were not competent to run the schools of a modern, complex society. These people predicted an early death of the school board. They have argued over the years that public education was so big, so complex, that specialists and super-managers must run it. The supporters and opponents come and go, but the school board remains. Even the problems of the past century or those yet to be encountered are not likely to push out the school board. However, the survival of this public form of governance demands a price. Individual boards will need to continue to invest time in learning new knowledge, sharpening leadership skills, and gaining a clearer understanding of local school control and of how laypersons and professionals can work together (IASB, 2000).

### **Superintendent-Board Relations**

In a healthy organization, each person, or group of persons, knows his/her duties and responsibilities and accepts them. In turn each respects and values the responsibilities and contributions of others in the group. The relationship between the board of education of a public school system and the school superintendent is extremely important to the functioning and progress of the system (Sharp & Newman, 1991). There is no Silver Bullet for developing good superintendent/school board relations. The board and the superintendent must find ways to communicate with each other and develop mutual trust and confidence. Most experts in educational administration would agree about the "importance of effective superintendent-school board relationships" (Tallerico, 1989, p. 26).

Many organizations have tried to develop ways to improve the relations between a school board and its superintendent. The AASA, through an appointed commission, developed eight standards for the profession. The standards were based on research over a period of 10 years. The second standard, Policy and Governance suggest what a superintendent should know and be able to do. The superintendent, according to AASA, should exist to “describe procedures for superintendent-board of education relations (AASA, 1993). Additionally, the National Council for the Accreditation of Teacher Education (NCATE) has as a guideline that school leaders should know how to “develop appropriate procedures and relationships for working with local governing boards” (p. 31).

Despite these different initiatives and directives, many superintendent and school board relationships are not as successful as they could be or want to be. “Problems include clashes between boards and superintendents over who’s responsible for what, and the wasting of valuable time and resources on interpersonal and other issues that have little or no relevance to improving student achievement” (Goodman, Fulbright, & Zimmerman, 1997, p. 1). In many communities nationwide, these problems have led to dissatisfaction among school board members, dissention between school boards and superintendents, and superintendent turnover (Goodman, et al., 1997).

Superintendents or boards of education, respectively, may be responsible for developing positive relations, or it may be a combination of the two. Whatever the situation may be, the business of running the schools is so complex that neither board members nor superintendents can afford to allow this relationship to corrode. It is important that each try hard to maintain an acceptable level of performance in the fulfillment of their responsibilities

(Brodinsky, 1983). Because there is so much at stake, it is unavoidable that board members and superintendents question the responsibilities of one another.

Pressures that boards of education and superintendents experience inevitably will create conflicts between the two groups. Houston (1994) states that with all the other factors already present which make life miserable for school board members and superintendents, not the least of which is the charge of micro-management on the part of school boards, the last thing they need is to add to complexities and difficulties among themselves. In a joint paper prepared by NSBA and AASA, the two associations tried to come to grips with why the development of positive relationships between the board and superintendent is so difficult. Reasons cited were as follows: children are poorer and more diverse than ever before; the population is aging, and getting older Americans involved and gaining support from them on monetary issues is difficult; and federal and state curriculum mandates have strained the resources of the school district. All of these societal changes have increased the potential for lay governing bodies to disagree with a professional educator on almost any issue (Basom, Young, & Adams, 1999).

Houston (1994) also believes complexities and difficulties are created for superintendents and board members in many ways. For example, he believes it is vitally important for superintendents and board members to be specific about their expectations. If the two parties are not specific, the result can be frustration as well as a lot of wasted time on the part of the people who are trying to carry out the tasks. If both the superintendent and board members establish clear goals about what the organization should look like, it would eliminate some barriers that get in the way of a positive relationship.

In a healthy school organization, each person involved understands the responsibilities that it should perform and accepts those responsibilities. Each person also respects the responsibilities and contributions of others within the organization. Within an inefficient system, board members do not maintain an appropriate division between policy development and administration, as they should. They enter into administration—seeking to run things. Similarly, within other ineffective school systems, the superintendent may step into policy development by trying to dictate and push through policies that are often based on his/her personal agenda. When this type of responsibility differentiation occurs, confusion, tension, and resentment only intensify an already tense situation. The origins of this problem lie in a lack of respect by each side for the other's talents and contributions (Brodinsky, 1983). Relic (1986) notes:

If your school system operates smoothly, with clear expectations and standards, written goals and objectives, an open-to-the-public budget process, effective program and personnel evaluation, and high student performance, you probably have healthy relations between your board and your superintendent. But if you have problems in your schools, if your community is disappointed in its children, if discipline, curriculum, negotiations, and personnel are the subjects of constant wrangling, then undoubtedly the battles between your board and superintendent reflect anger and bitterness (p. 25)

It is imperative that the responsibilities of the board and that of the superintendent be clearly defined and that all involved completely understand their responsibilities (AASA, 1980). The greatest care must be used in seeing that overlap and encroachments do not occur. As in any situation there will also be gray areas; however, interpretations are possible, and each school board and superintendent must try to arrive at a general consensus regarding each other's responsibilities.



### **Alternative Forms of Governance**

“Governance refers to the institutions and individuals who make decisions about a state or school district’s education policies” (ECS, 1999, p. 2). Over the past several decades, more and more cities are rethinking the way their schools are governed. According to the Education Commission of the States (ECS), the current structure of education governance is incomplete because of diluted authority. The commission believes that it “impedes focused system efforts to implement reform objectives, pulls schools in contradictory directions, and promotes bureaucratic responses to change” (ECS, 1999, p. 1).

ECS and the National Commission on Governing America’s Schools have issued four preliminary reports outlining new approaches to school governance. The approaches presented at the 1999 ECS annual meeting include: decentralizing school districts, creating charter school districts, creating education development boards, and improving the existing system or the traditional system.

Decentralizing schools or developing school-based management, as some may call it, would mean giving more authority over decision making to the local level and specifically at the building level. Many states and districts have removed regulations and mandates on who can make what decisions. These changes have shifted decision-making responsibilities away from state and district school boards, superintendents and central office. (ECS, 1999). The commission believed that giving more authority to individual schools would allow for problems to be handled more quickly and allow them to be more responsive to student learning needs rather than bureaucratic needs (ECS, 1999). The belief is that school and student performance will rise by allowing those closest to the delivery of services—principals, teachers, and parents—more independence and more responsibility for results.

For this to be a viable solution to the frustrations mounting over the current system, the commission believes that certain conditions need to be present. "Schools need the information and expertise required to make effective decisions, and there must be some incentive, established through an accountability system, for them to want to improve teaching and learning" (ECS, p. 2). In short, the ECS working group calls for decentralizing most operating decisions to the school level by becoming mission-driven schools, allowing school choice, and encouraging performance-based accountability (ECS, 1999).

Charter schools are semi-autonomous schools founded by teachers, parents, community groups or private organizations (ECS, 1999 p. 10). Charter schools operate with freedom from many of the regulations that apply to traditional public schools. The ECS proposes this new governance system in which every public school would have a charter from their state or local school boards. The "charter" granted to a school is a performance contract detailing the school's mission, program, goals, students served, methods of assessment, and establish grounds for accountability. Each school has its own approach to instruction and deciding how to spend its share of public money (ECS, 1999, p. 1).

Teachers would be free agents, able to work in a school that wants them and to negotiate salaries and responsibilities comparable with their individual performance and reputations. Charter schools would be allowed to expel students who do not meet acceptable standards related to student effort, attendance, and behavior. "Chartering does not eliminate the political pressures that lead to micro-managing by schools boards," but what it does is "it gives local public education boards a stable and plausible method for managing such political pressures. It does so by building a way around the need to create a broad social consensus on

curriculum and pedagogy and by limiting the inherent powers of local public education boards.” (ECS, 1999 p. 2).

An Educational Development Board (EDB) is the third proposed governance system. These proposed plans suggest establishing new “quasi-public education authorities” that would replace the traditional school board. The EDB would bring together all the community resources important to the lives of children including private and religious schools, libraries, universities, and other educational programs as well as public schools (Lucus, 1999).

The responsibility of an EDB would play a smaller role than the existing school board. The EDB would not operate schools, have a bus system, or need a large bureaucracy to ensure compliance with board policies and regulations. It would concern about the education of all children in the community (ECS, 1999).

The traditional approach of school governance has been the predominant mode for operating schools since the early 1900s. This mode serves to contend with a large and diverse clientele. The proposal to improve the existing system of school governance requires that the “essential elements of the K-12 public education system such as structure, responsibility, funding and obligations would remain the same. However, responsibilities and expectations on every level would be clarified and re-allocated” (Lucus, 1999, p. 1).

The remainder of the literature review will concentrate on clarifying responsibilities of the school boards and superintendents.

### **School Board Responsibilities**

Local school board members represent more individuals than simply themselves and those community members holding similar views. The responsibilities of the local school board are to represent the wishes of the community in regard to all educational issues. The

responsibilities of this role are abundant. The responsibilities include balancing the needs and demands of all individuals in the community as they initiate, enact, and enforce the policies necessary to carry out the will of the people (Nikolai, 1999). Over the past 40 or so years, the responsibilities of the board of education have continued to evolve although there are many researchers and experts who have defined the responsibilities that are appropriate for boards of education, there is disagreement among how the authors frame these responsibilities.

One of the first attempts to establish the specific responsibilities of school boards was published by the AASA. In 1946, the AASA presented a list of what they believed were the functions of the school board and superintendent. Although it was not all-inclusive, it is complete enough to establish a clear representation of the responsibilities of school board members. The AASA divided these responsibilities into two major categories: General Functions and Functions in Connection with Major Phases of the System.

The school board's general functions deal with the school board members assuming the legislative functions of the school organization. Within this legislative function they establish general policies, such as the scope of the educational offerings to be maintained. They set the length of the school year and vacations and decide the extent of expenditures to be made for education. The school board also employs a professional school executive to administer the schools.

The school board's responsibilities under the category of functions in connection with major phases of the system are split among five classifications. These five classifications are professional and nonprofessional employees, curriculum offerings, finances, plant, and pupils.

The board of education adopts the pay scale and elects or rejects employees on the nomination of the superintendent under the classification of professional and nonprofessional employees. The board members also determine principles of treatment for employees, such as those in connection with sick leaves, leaves of absence, pre-service and in-service training, retirement, and so on.

Within their curriculum offering responsibilities they decide the general scope of the local educational offerings in addition to those required by law. The school board also establishes instructional procedures related to controversial matters, such as those sometimes connected with religion and human sexuality.

Finance is the next classification. The school board approves and adopts an annual budget, and votes tax levies if fiscally independent or, if not, recommends adequate levies to those who have the final power in the matter. They also decide upon the size and the time of bond levy proposals to the electors.

The school board has responsibilities with the physical plant. They must decide what buildings shall be built, when and where, and what equipment shall be purchased for them. The school board also decides upon extensions of buildings and any major alterations. The school board selects and purchases school sites for future plant expansion, selects and employs school architects, and decides the number of caretakers for the buildings and the general quality of care to be given to those buildings.

According to this AASA report, the school board determines policies regarding age of school entrance, within the law. They also authorize the establishment of special schools or classes or other facilities for pupils who are physically or mentally handicapped, as well as determining the general requirements for graduation from the various units of the system

(AASA, 1946). Additional responsibilities of the school board concerning pupils are providing for protection of health by use of school lunches, medical and dental clinics, and school nurses, and they should make regulations regarding corporal punishment, truancy, and delinquency.

Public relations is the last classification of the 1946 document presented by AASA. The school board's responsibilities within public relations are to represent the community's attitude toward the kind of facilities to be provided for education and to interpret these to the superintendent. They are to uphold the administration of the schools before individual citizens and citizen groups; they intercede for proper and adequate state legislation and financial support for schools (AASA, 1946).

Ashby (1968) expanded the definitions of responsibilities of school boards. He believed that the school board member should be open-minded and have the willingness to learn while maintaining a deep satisfaction for this type of community service. The members of the board should be able to think for themselves but must be willing to accept the fact that the task is one that requires teamwork and wide use of group process. The board must clearly differentiate between policy making and administrative responsibilities to make sure the system runs efficiently. Ashby continued with the belief that school board members retain high aspirations for their community and are capable of conveying these aspirations to the community at large. Each board member should do their "homework" before meetings, including reading educational periodicals and attending a reasonable number of educational conferences for board members or school administrators. Finally, the school board member should be able to absorb the criticism of individuals or community pressure groups without losing a sense of perspective or taking it personal.

A joint publication of the AASA and the National School Boards Association in 1980 prescribed what they believed were the appropriate responsibilities for school board members. Those responsibilities consisted of the following:

1. To make clear that the board's primary responsibility is the establishment of policy in furtherance of its function of governance as the epitome of the American institution of representative governance of public elementary and secondary education in our free democracy.
2. To work with the superintendent and the community to develop a vision for the school.
3. To establish a structure and create an environment that will help the school system achieve its vision.
4. To develop academic standards based on high expectations and an assessment system to measure academic performance toward the achievement of such standards so that the school board can be accountable to the people of the community.
5. To formulate strategies to help students who are not performing up to standards attain their maximum potentials.
6. To engage in advocacy on behalf of students and their schools and promote the benefits of a public education system to the community.
7. To support the superintendent in all decisions that conform to board policy, other decisions made by the board, or organized professional standards.
8. To hold superintendent responsible and accountable for the administration of the schools through regular, constructive, written and oral evaluations of the superintendent's work. Performance evaluation is an ongoing effort and should be linked to goals established by the board with the advice and counsel of the superintendent.

9. To provide the superintendent with a comprehensive employment contract.
10. To provide fair and adequate compensation that will attract and retain excellent people in all circumstances.
11. To give the superintendent the benefit of individual board member's expertise, familiarity with the local school system, and community interests.
12. To hold all board meetings with the superintendent or a designee present.
13. To consult with the superintendent on all matters—as they arise—that concern the school system and on which the board may take action.
14. To develop a plan for board-superintendent communications.
15. To channel communications with school employees through the superintendent, especially if any action is suggested, and to refer all applications, complaints, and other communication, oral or written, first to the superintendent.
16. To take action on matters only after hearing the recommendation of the superintendent.
17. To include in board policies a specific policy on the effective management of complaints against district personnel.
18. To provide the superintendent with administrative assistance, especially in the area of monitoring teaching and learning.
19. To exercise continued oversight of all education programs.
20. To work closely, where appropriate, with other governmental agencies and bodies.
21. To collaborate with other school boards through state and national school boards associations to let state legislators, members of Congress, and all other appropriate state and federal officials know of local concerns and issues.



22. To mandate and provide resources for high-quality board and professional development programs using qualified trainers that will enable school leaders to have the knowledge and skills needed to provide excellent policy leadership for the school system.
23. To provide for self-evaluation of the board's own effectiveness in meeting its stated goals and performing its responsibilities in public school governance.
24. To establish a periodic review of all school board policies to determine current relevance and to ensure that student needs are being appropriately served.
25. To work to ensure that the district has the necessary funds and that a balance is maintained between needs and resources in the distribution of available monies.
26. To delegate to the superintendent responsibilities for all administrative functions, except those specifically reserved to the board's presiding officer through board policy.
27. To ensure that board members understand that, under law, the school board acts as a board and those individual board members have no independent authority (AASA, 1980, pp. 14-16).

Poston (1994) developed one of the most current listings of specific responsibilities of school boards. Poston (1994) states the roles and responsibility of a school board are to interpret and clarify the fundamental organizational values. The members of the board should translate the organizational values into a policy that prescribes what the organization should or should not do. The school board should focus on definitions of expectations, ends, and standards or outcomes for the organization. Additionally, school boards should use performance data accumulation and analysis to monitor and to draw implications about effectiveness, efficiency, productivity, and quality and separate big issues and important matters from trivialities of organizational operations. The school board must breed

teamwork, establish team goals, attend to the board's collective strength, and contribute to the board's growth and self-improvement. Finally, Poston asserted that the school board was to employ a chief executive to carry out the legal and policy requirements and purposes of the organization under the board's supervision.

The beliefs of national associations such as AASA and NSBA are very important in establishing the specific responsibilities of school boards. It is also vital to see how state school board associations attempt to define the responsibilities of school boards. Individual state school board associations across the country have established what they believe are key responsibilities for their individual school boards.

The Rural Trust Policy Program (1999) conducted a national school board leadership survey. This questionnaire was mailed to executive directors of each school board association in the United States and the U.S. territories. With a 70% return rate, the findings summarize what the general perceptions of school board associations believe to be the responsibilities of their local boards of education.

The Rural Trust Policy Program divided the summary into four levels of priority concerning the responsibilities of the school board according to the sample. The four areas were: 1) most common responsibilities—75% or more of respondents indicated that school boards are responsible for the leadership role; 2) fairly common responsibilities—50% or more of the respondents indicated that school boards are also responsible for the leadership role; 3) least common—fewer than 50% of respondents indicated that these were also responsibilities of school boards; and 4) other responsibilities not included in the survey.

The most common responsibilities indicated by the executive directors include setting educational policy for the district. Every school board association surveyed mentioned this

responsibility. Eighty-nine percent of the sample believed that deciding curriculum and hiring a superintendent was the responsibility of the school board. Evaluating the superintendent, allocating resources within budget, buying land for school purposes, approving/choosing textbooks, and negotiating teacher contracts were all identified by more than 75% of the sample as in the most common responsibility category.

Seventy-three percent of state school board associations believed opening schools and closing existing schools were the responsibility of the school boards in their state. Other areas that were designated as fairly common responsibilities were approving a budget that sets tax rates, administering early education programs, hiring teachers/principals, setting performance standards, and setting content standards.

Least common responsibilities according to the Rural Trust Policy Program survey included setting tax rates directly. Two states indicated that their taxing authority was restricted by legal limitations. Also, several states indicated that some school boards in the state had taxing authority, but not all. Other responsibilities classified as least common include setting school boundaries, and evaluating teachers and principals.

Executive directors also indicated that there are many other responsibilities assigned to school boards that were not specifically included in the previously stated categories. These additional responsibilities clustered into four supplementary categories. First, school boards should have broad legal powers to provide everything necessary to operate schools. This category includes ensuring student safety, providing food service, offering sports and other extra-curricular activities, charging fees for activities, voting on expulsions of students, bonding for school construction, terminating employee contracts, and hiring independent contractors.

Planning responsibilities and desegregation efforts are included in the second and third supplementary categories respectively. Planning responsibilities include establishing a district vision, forming a strategic plan and setting standards, and holding districts accountable. The category of desegregation efforts is comprised of determining attendance boundaries, assigning students to specific buildings, making business arrangements, and any other activities to reduce racial, ethnic, and economic isolation.

The final supplementary category of responsibilities of the school boards according to Rural Trust Policy Program is entering into contracts with other entities. This could include contracting with charter schools and entering into agreements for collaboration with other agencies, and boards also have the responsibility to sue and to be sued (School Boards—Leadership and leadership potential, 1999).

Included in the data presented by Rural Trust Policy Program are the beliefs of the ISBA. A foundation of national views is important to this study, however it is also essential that the beliefs of the Iowa School Board Association be specifically identified as the sample of this study is taken from the State of Iowa.

The Iowa Association of School Boards (1998) established what they believe are the appropriate responsibilities school board members in the State of Iowa have the legal authority to do. These responsibilities include the obligation to develop a shared educational vision for the community, determine major educational goals and objectives, and implement a means of attaining the goals. They should fix the time and place of regular and special meetings, fill—by appointment—vacancies occurring between elections, and employ a superintendent, teachers, principals, and other licensed professional personnel. IASB continued by establishing that school boards have the responsibility to discharge any

employee subject to the provisions of any applicable law, adopt board policy that establishes the rules governing the operations of the school district, utilize funds received through gifts, employ legal counsels, and bear the costs of litigation. Finally, the Iowa Association of School Boards ascertained that school boards should insure against loss of property, appoint a secretary and a treasurer, determine attendance centers for the district and the particular school each child will attend, and provide transportation services.

When examining Table 1, one can see that setting policy and hiring and evaluating the superintendent are very important requirements as all pieces of literature establish these as responsibilities of the school board. Poston (1994) believes the board's primary responsibility is to determine the overall purpose of the organization. The board oversees the planning and evaluation of the organizational operations and goals. To assure quality planning and evaluation, the board establishes policies that emphasize the effectiveness and efficacy of an organization. Poston (1994) indicates:

The policy role of the board is fundamental to the American school, and by institutionalizing its expectations in policy, it serves its function appropriately. How the board fulfills its policy and oversight responsibilities has much, if not everything, to do with the quality of the schools. (Poston, 1994, p. 79)

Carver (1997) listed leverage and efficiency, expertise, fundamentals, and vision and inspiration as four reasons why policy leadership is a foundation of good governance. Leverage and efficiency is established through policy. With leverage and efficacy boards can directly affect the most fundamental elements of an organization. Board members do not usually have all the skills they need or the expertise to operate their organization at maximum efficiency. Governing through policy does not require board members to be experts in educational issues. The business of the organization can, in fact, often be done better if they are not. When a board sorts through all of the materials that represent the details of the

business, the real heart (or fundamentals) is the body of politics those materials represent. Boards that govern by attending directly to policies are more certain to address that which has enduring importance. Vision and inspiration help leaders dream. Dreaming is not just allowed—it is crucial. Dealing with the diminutive details is necessary, but the responsibility of the board is much deeper. Dreams and visions of “what could be” are equally important.

Throughout this section the authors have depicted how the responsibilities of school boards have developed during the last half of the 21<sup>st</sup> Century. Establishing a foundation for what the expected responsibilities are for today’s school boards is vitally important.

### **Superintendent Responsibilities**

Experts have also identified responsibilities of the superintendent. Many of these experts believe that the primary responsibility of the superintendent is to operate and manage the school district. Superintendents are to perform the day-to-day administrative and supervising tasks of the school system. A superintendent is expected to display excellence as an educational leader, be politically sophisticated, be aware of and active in legislative development, to have an extensive knowledge of federal and state laws, be an exemplary educator, and personify effective communication (AASA, 1980; Grady and Bryant, 1989; McIntire, 1982; Smith, 1982; Tallerico, 1989).

Over the past 40 or so years the responsibilities of superintendents have been consistent. Defining the responsibilities that are appropriate for superintendents shows some deviation from author to author, but the research solidifies that the functions of superintendents have remained primarily the same over the past several decades.

Just as the AASA listed the responsibilities of the school board in 1946, they also listed an extensive classification of the functions of the superintendent. They divided these

important superintendent responsibilities into two categories. General Functions and Functions in Connection with Major Phases of the Systems.

General Functions deals with the superintendent assuming immediate charge of the entire school system. He or she is the board's chief executive officer in large school systems and often serves as its only executive officer in smaller school systems. The superintendent coordinates the work of all administrative departments, executes the policies of the board or assumes responsibility for seeing that they are executed, and recommends policies for the board to consider in improving the system and its educational service to the pupils and the community.

The superintendent's responsibilities under the category of "functions in connection with major phases of the system" are split among five categories. These five categories are professional and nonprofessional employees, curriculum offerings, finances, plant, and pupils.

The superintendent nominates all certified and noncertified employees and recommends for discharge any employees rendering unsatisfactory service. He or she, with his/her staff, assigns, directs, and supervises the work of all employees with due respect for any individual rights involved. The superintendent also proposes adequate salary scales for different classes of employees.

The superintendent within his/her responsibilities in the category of curriculum offerings directs the purchase of approved textbooks and other instructional guides and equipment. He or she also sees to it that classes are scheduled for the various types of training and assigns appropriate instructors for the various curriculum offerings. He/she also

provides, for the continuous revision of courses of study to meet changing conditions by appointing teacher and possibly citizen course-of-study committees (AASA, 1946).

He or she also presents the proposed annual budget and interprets it for the board. The superintendent administers the budget after it is adopted and keeps expenditures within the limits approved. The superintendent provides for all possible economies that do not endanger educational results, directs the accounting of all school funds, and makes proper financial reports to the board.

According to the AASA report, managing the physical plant is another important responsibility of the superintendent. He or she should direct the planning of all educational features of new buildings or alterations of old buildings. The superintendent is responsible for assigning caretakers to all buildings and helps maintain general supervision over their work.

Superintendents administer all schools and classes established by board action. They are responsible for directing the instruction, guidance, and discipline of all pupils and directing the classification, promotion, and graduation of pupils within the organization. As chief executive officer, the superintendent also directs research to determine resulting effects of instruction upon pupils.

Public relations are the last category of the 1946 document presented by AASA. Within this category the superintendent directs a program for reaching the citizens of the community with adequate information about the activities of the schools, the reasons for the activities, and the results obtained. He or she also works with parent organizations and other groups interested especially in school welfare and progress (AASA, 1946).



The American Association of School Administrators furthered their definition of responsibilities of the superintendent in 1963 and again in 1980. In 1963, a composite from the experience of many successful administrators including their perceptions was recorded in professional literature. AASA concluded that the effective superintendent of schools is sensitive to the growing professional maturity of the teaching profession and is always concerned for the total welfare and for the just financial compensation of the entire staff. Superintendents also seek assiduously to exercise professional leadership, but at the same time they encourage their associates—administrators, supervisors, specialists, and teachers alike—to engage in the development of forward-looking proposals for study and adoption by the board in matters of professional growth and personal welfare including salaries and working conditions.

Furthermore, AASA's composite also concluded that the superintendent should know that welfare gains take on much more value if they have been worked out cooperatively with all concerned. They participate, wherever possible and acceptable, with groups of associates as they gather data, make comparative studies, and develop new and sounder proposals for salary schedules and other benefits. The superintendent should provide the board with a continual flow of information about workload, working conditions, professional growth activities, evidences of professional and personal competence, and the complexity of the tasks of all of his/her professional colleagues together with comparative figures from comparable school districts (AASA, 1946).

Additionally, AASA determined that the superintendent maintains conditions in which teachers and other staff members can readily come before the board in open board meetings without fear of retribution. Staff members will have the opportunity to discuss

issues and to present their points of view on school matters under the same rules and procedures established to give any interested party a hearing before the board. The coordination of bringing the staff associates to meet with the school board to explain and demonstrate many aspects of curriculum, of instructional methods and materials, and of relevant professional activities, as well as to present hoped for gains in improved working conditions and compensation, is the responsibility of the superintendent.

With the help of the school staff and school board, the superintendent keeps the community informed not only of good features of the school program but of system-wide weaknesses and needs. They know that only a well-informed public will insist that school boards, city councils, boards of finance, and other responsible public agencies secure the funds to remedy deficiencies.

Superintendents also shall constantly exert leadership to assure that board and staff have a well-founded mutual respect; that mutually satisfactory policies and procedures are established and used for presentation, study, and adoption; and that steps by which differences can be resolved are acceptable to all. They share their leadership with principals, supervisors, and specialists, as well as with teachers, to help assure sound policies and acceptable practices.

AASA concluded by establishing that the responsibilities of the superintendents include playing a major responsibilities in helping staff members, the school board, and the public know where responsibilities for decisions rest. The responsibilities of the board should be made clear to all concerned. The superintendent seeks to develop, through cooperation with the staff and the board and with a maximum of satisfaction to all involved, a clear

definition of the responsibilities of the superintendent as well as of the responsibilities of teachers, principals, and supervisors (AASA, 1963).

By the early 1980s, a joint AASA-NSBA Committee had also published responsibilities of the superintendent. The specific responsibilities of the superintendent included the following:

1. To serve as the school board's chief executive officer and preeminent educational adviser in all efforts of the board to fulfill its school system governance responsibility.
2. To serve as the primary educational leader for the school system and chief administrative officer of the entire school districts professional and support staff, including staff members assigned to provide support service for the board.
3. To serve as a catalyst for the school system's administrative leadership team in proposing and implementing policy changes.
4. To propose and institute a process for long-range and strategic planning that will engage the board and the community in positioning the school district for success in ensuing years.
5. To keep all board members informed about school operations and programs.
6. To interpret the needs of the school system and communicate them to the board.
7. To present policy options along with specific recommendations to the board when circumstances require the board to adopt new policies or review existing policies.
8. To develop a sound program of school/community relations in concert with the board.
9. To oversee management of the district's day-to-day operations.
10. To develop a description for the board of what constitutes effective leadership and management of public schools, taking into account that effective leadership and

management are the result of effective governance and effective administration combined.

11. To develop and carry out a plan for keeping the total professional and support staff informed about the mission, goals, and strategies of the school system and about the important responsibilities that all staff members play in realizing them.
12. To ensure that professional development opportunities are available to all school system employees.
13. To collaborate with other administrators through national and state professional associations to inform state legislators, members of Congress, and all other appropriate state and federal officials of local concerns and issues.
14. To ensure that the school system provides equal opportunity for all students.
15. To evaluate personnel performance in harmony with district policy and to keep the board informed about such evaluations.
16. To provide all board members with complete background information and a recommendation for school board action on each agenda item well in advance of each board meeting.
17. To develop and implement a continuing plan for working with news media (AASA, 1980, p. 5).

Poston (1994) developed one of the most current listings of specific responsibilities of the superintendent. Poston stated that the superintendent's responsibility is to preside over the functions of the board as its representative in managing the organization. He believes that the superintendent needs to be able to accept the accountability of the position and the job responsibilities pursuant to the overall performance of the organization. He continued with

the belief that the superintendent should possess expertise in operational management and leadership of the school organization while directing and managing all operations, programs, and services of the organization including gathering data about system performance and behavior. Additional responsibilities, according to Poston, include sharing important knowledge with members of the board to keep them informed about all aspects of system functioning, assisting the board in developing and establishing explicit and succinct policies that address the highest levels of organizational values, and implementing and accomplishing provisions of board policy through the exercise of discretionary decision-making and delegation of authority (Poston, 1994).

Many states have also established responsibilities for superintendents. The Minnesota School Board Association believes that the superintendent should focus the school board on school district students and their educational programs; give full, faithful, and diligent attention to all administrative duties; and discharge all responsibilities concerning staff, students, parents, and school district constituents in a professional manner. The Minnesota School Board Association continues by listing additional superintendent responsibilities as follows: having student and their educational programs as the highest priority in the school district, keeping the school board informed through oral and/or written reports, and providing the school board with adequate information to assist it in considering the superintendent's professional recommendations. The final responsibilities which this association identifies for the superintendent are supporting the school board's decisions and carrying out board policy, keeping the school board informed of current developments in school law, working with the legislative liaison to keep the school board informed about applicable legislative activity, and initiating and participating in in-service training with the school board (MSBA, 2000, p. 1).

In the state of Texas, the law establishes the duties of the superintendent. These responsibilities of the chief executive officer include assuming administrative responsibility and leadership for the planning, operation, supervision, and evaluation of the education programs, services, and facilities of the district's staff. They are to assume administrative authority and responsibility for the assignment and evaluation of all personnel of the district other than themselves, make recommendations regarding the selection of personnel of the district, and they are to initiate the termination or suspension of an employee or the terminating of an employee's contract. The superintendent also is responsible for managing the day-to-day operations of the district as its administrative manager, prepare a budget, shape policies to be adopted by the board of education and provide leadership for the attainment of student performance in the district (Planning and Decision Making, 2000).

The responsibilities of the superintendent according to the Illinois Association of School Boards include serving as chief executive officer, recommending applicants for appointment to the school staff, and promoting a strong staff development program. They also believe that the superintendent should interpret the needs and make recommendations to improve education, implement board decisions and policies, and manage the fiscal and administrative operations of the school district (Illinois Association of School Boards, 2000).

This section has served the purpose of illustrating the development of the responsibilities of the superintendent over the past 40 years by reviewing various sources. Throughout the statements of superintendent responsibilities, summarized by Table 2, it is evident that experts believe the superintendent has the very important responsibility of running the day-to-day activities of the school district. According to the literature, additional

important responsibilities, which have developed over time, are preparing alternative policy for board consideration and communicating with the board and community.

### **Summary**

This review of literature was intended to establish the history and the origins of the school board and superintendent within public education. Public schools evolved because the task of educating children became too involved for the family unit and the church. Local citizens were made responsible for educating the youth of the day. As populations grew in size, so did the responsibilities of the local citizens. School committees were appointed and for the next 200 years they carried out the responsibilities of administration. As urbanization took place, committees found it impossible to invest the time required supervising the schools. The role of the paid clerk or supervisor emerged into an undefined role of superintendent.

The literature built a basis for the understanding of different forms of governance used or proposed to run public schools. Decentralizing schools, charter schools, Educational Development Boards, and improving the existing system are all possible governance systems that were discussed in this chapter.

The literature also established a foundation on how school boards and superintendents separate responsibilities have evolved throughout history. Organizations such as the American Association of School Administration, National School Board Association, Rural Trust Policy Program, and Educational Administration Professor William K. Poston, Jr. have all identified responsibilities of both school board members and superintendents. The examination of these sources depicts a blurry picture of who should be responsible for leadership issues within a school organization.

The literature review also was intended to summarize the importance for school boards and superintendents to identify and agree upon each other's responsibilities within the school organization. The literature showed that only by defining of these responsibilities that a particular organization could create an environment of teamwork and effectiveness.



### **CHAPTER III: METHODOLOGY**

The purpose of this chapter is to describe the research methodology of this study, explain the sampling techniques, describe the development of the instrument used to collect the data, as well as the validation of the instrument and the administration of the instrument, and provide an explanation of the statistical procedures used to analyze the data. All data manipulation, modification, and analysis were performed using the Statistical Package for the Social Sciences (SPSS).

A descriptive design was chosen because this method “describes an existing phenomenon by using numbers to characterize individuals or a group” (McMillan & Schumacher, 1997, p. 281). This study does not require the manipulation of treatments of the subjects; they are measured as they are. A questionnaire design was utilized to answer the research questions involved in this study. This method of data collection was used to learn about school board and superintendent attitudes, beliefs, and values concerning their responsibilities in leadership roles within a school organization.

#### **Sample of Population**

The population of the study consisted of men and women of public school systems in the State of Iowa who held leadership responsibilities as either school board members or superintendents. The total number of school board members included in the population was 2101 and the total number of superintendents included in the population was 364. A list of superintendents and board members was obtained from the Iowa Association of School Boards for the 364 school districts in the State of Iowa. It is noted that some of the school districts in Iowa shared superintendents.

A simple modified random sample was utilized. According to McMillan and Schumacher (1997), "subjects are selected from the population so that all members of the population have the same probability of being selected" (p. 166). Utilizing an alphabetized list of Iowa school districts, approximately half of the superintendents were chosen to survey. The 186 superintendents were chosen by randomly selecting the number one or number two. In this case a "two" was drawn, establishing that the second overall school district's superintendent was the first superintendent chosen for the sample. Every other superintendent was selected to complete the sample. Additionally, because there are only 17 female superintendents, six additional female superintendents were added to the sample. By adding the additional female superintendents, more relevant information was found concerning the beliefs and attitudes of female superintendents in Iowa. This brought the total number of females surveyed to 17, which is the total number of females holding this position in the State of Iowa. With these added subjects, the total sample was 192 superintendents.

The second part of the sample dealt with school board members. To get a sample representing the entire State of Iowa, one member was selected from each school district in the state. With the understanding that all school boards have at least five members, a number from one to five was drawn to determine the starting point of the sample. A four was chosen; thus, the first board member in the sample was the fourth board member of the first school district. The second subject was the fifth member listed in the second school district and the third subject was the first member listed of the third school district and so on. A total of 364 school board members were selected.

## **Data Collection Instrument and Procedures**

### **Instrument Design and Organization**

The instrument (Appendix B) was designed in accordance with a previous study conducted by Donald Alvey (1985). Alvey's instrument consisted of two parts. Part 1 – Demographic Information and Part 2 – 27 Leadership Issues. The instrument for this study also consisted of two parts. Part 1 of the questionnaire is designed to collect demographic data about the respondents' school districts and to collect personal data. Part 2 of the instrument is intended to gather data regarding the perceptions of school board members and superintendents related to 50 different leadership responsibilities.

Forty-five issues were developed after reviewing the literature on different responsibilities of the school board members and superintendents. Five additional issues were developed from suggestions of school board members and superintendents when validating the instrument.

Each of the 50 issues were placed according to current literature into one of the following four categories:

1. Organization and Administration of the School System.
2. Employee and Pupil Services,
3. Business and Financial Management, and
4. Curriculum and Instruction.

Table 3 indicates the groups and those issues that fit into each category. The data collected from the issues were analyzed individually and in categories to determine specific areas of understanding and lack of understanding toward the responsibilities of school boards and superintendents.

Table 3. List of issues in each category

Category	Issue
Organization and Administration of School Systems (OASS)	6, 7, 9, 13, 16, 19, 20, 22, 24, 29, 30, 33, 38, 41, 43, 44, 47
Employee and Pupil Services (EPS)	3, 5, 8, 14, 15, 18, 23, 26, 34, 36, 37, 39, 49
Business and Financial Management (BFM)	1, 10, 11, 17, 21, 25, 27, 31, 35, 42, 45
Curriculum and Instruction (CI)	2, 4, 12, 28, 32, 40, 46, 48, 50

A Likert type scale was devised to indicate who in the respondent's school system actually decided on that issue and whom the respondent believed ideally should decide on the particular issue. The selections available are as follows:

- 1 — Always the responsibility of the Board of Education.
- 2 — Usually the responsibility of the Board of Education.
- 3 — Equally the responsibility of the Board and Superintendent.
- 4 — Usually the responsibility of the Superintendent (may be delegated), and
- 5 — Always the responsibility of the Superintendent (may be delegated).

Following the development of the questionnaire, a draft copy of the questionnaire was sent to 10 superintendents and 10 board members in the State of Iowa. Additionally, 10 questionnaires were sent to educational administration professors across the nation. Convenience sampling was utilized for the distribution to all groups, as the researcher wanted a sample that was reliable in returning the questionnaires. Eighteen (90%) superintendents/board members and nine professors (90%) returned the questionnaires. These groups were

asked to review the questionnaire in the same manner that Alvey asked experts to do in 1985.

The questionnaire was reviewed on the following criteria:

1. Were the directions to the questionnaire stated and explained clearly?
2. Were the questions of sufficient interest and appeal to ensure the respondent would be inclined to respond and complete it?
3. Were the questions relevant to current leadership responsibilities so as to elicit accurate and realistic responses?
4. Were the questions asked in a way that would not be embarrassing to the respondent?

In addition to these questions, respondents were asked for additional issues that they felt were important to the leadership position in today's educational organizations and any other ideas that would benefit the study. The questionnaire was altered on the basis of the recommendations made by this group. The adjustments included changing the wording of the Likert type scale, clarifying of issues, and creating and deleting scenarios to provide an equal balance of issues included in each category.

Conducting a Cronbach Alpha tested the reliability of the instrument. According to McMillian and Schumacher (1997), "the Cronbach Alpha is generally the most appropriate type of reliability for survey research and other questionnaire in which there is a range of possible answers for each item" (p. 242). A Cronbach Alpha was performed for "How It is" and "How It Ought To Be" answers. The standardized item alpha were .8935 and .8659, respectively.

### **The Collection of Data**

A total of 364 school board members and 192 superintendents in the State of Iowa were identified and requested to participate in this study. Questionnaires—along with a cover letter (Appendix C)—were mailed to each person selected for the sample. The questionnaire was designed as a mailer for the convenience of the participants. The sample participants were asked to fold the questionnaires, tape them, and place them in the mail at their earliest convenience. All questionnaires were mailed on April 25, 2000, after the Human Subjects Committee approval was obtained (Appendix A). The researcher received the first set of returns on May 4, 2000, and a second set on May 17, 2000. The total number of questionnaires returned by May 17, 2000 was 70 school board members and 81 superintendents. These totals did not meet the expectations of the researcher. On May 24, 2000, a second letter (Appendix C-1) and an additional questionnaire was mailed to those board members and superintendents who had not replied after the first mailing. Additional returns were received on June 14, 2000.

### **Method of Analysis**

The returned questionnaires were examined for completeness and readability. Any questionnaires, which contained one or more parts incomplete or defaced in the mail, were discarded. A total of 11 questionnaires were discarded.

The Statistical Package for the Social Sciences (SPSS) was used to analyze the data, as well as the spreadsheet and table capabilities of Microsoft Office 98. Descriptive statistics (percentages, mean, frequency distribution, etc.) were used to analyze Part 1 and Part 2 of the instrument. In addition to descriptive statistics, Hypotheses one through six were tested by performing a t-test for independent samples. This test examined the relationship of the mean

scores for the two groups in each category and issues. Using inferential statistical tests of significance tested hypotheses seven through fifteen. One-way analysis of variance (ANOVA) and Scheffe Multiple Comparison Test were utilized. A .05 level of significance was utilized to test the null hypothesis.

To assess the responses across comprehensive areas, the issues were grouped into four categories. Hypotheses showing categories with one or more issues having a significant difference were rejected, as each hypothesis stated that there were no significant differences.

For the purpose of this study, percentages have been identified to show the degree to which a particular demographic characteristic plays a role in the thinking of school board members and superintendents. The percentage of issues in each category showing a significant difference determined this degree. Those percentages exhibiting a super majority of 60% or higher were labeled as showing a major association on perceptions, those 40-59% were labeled as showing a large association, 25-39% small association, and 24% and under shows an irrelevant association.

### **Summary**

The purpose of this chapter was to describe the methodology of this study. The population, sample, development of the instrument, collection of data, and methods of analysis were discussed in this chapter.

## **CHAPTER IV. FINDINGS**

The purpose of the study was to explore the understanding or lack of understanding of school board members and superintendents in the State of Iowa concerning who currently holds leadership responsibilities in specific areas and who should assume leadership responsibilities in those areas within a school organization. To achieve this purpose, a questionnaire was mailed to 364 school board members and 192 school superintendents in Iowa. Consistent with the statistical analysis discussed in Chapter III, treatment of the data was undertaken using the Statistical Package for the Social Sciences (SPSS), as well as the spreadsheet and table capabilities of Microsoft Office 98. The statistical analysis employed in this study made possible a presentation of two main data sets. The first concerned the demographics of the school board members and superintendents in Iowa. The second set dealt with the attributes of group affiliations and leadership relationships as discussed in the context of the research questions formulated for this study.

### **Profile of Respondents**

Questionnaires were sent to a population of 566 individuals who were either members of local school boards in Iowa or superintendents of school systems within the state. The sample of school board members surveyed in this study consisted of 364 from Iowa who were elected officials of their particular school districts in May of 2000. One hundred ninety-six questionnaires were received from board members with six being discarded for containing one or more parts not completed or defaced in the mail.

Board members exhibited a 53.8% return with 50.8% of those distributed being used. Comparing the overall percentage of men and women who serve on Iowa school



Table 4. School Board member comparison of current research returns and Iowa Association of School Board statistics based on gender

	Current research returns	Iowa Association of School Boards statistics
Females	57/30%	648/30.8%
Males	133/70%	1,453/69.2%
Total	190	2101

boards to the percentage of male and female school board members who returned the questionnaires for the current study, comparable numbers were observed. Table 4 indicates that the overall percentage of males and females who took part in the current research is less than one percent different from the overall proportion of males and females who are members of school boards in Iowa (IASB, 2000). Thus, there is evidence that the sample shows a balance with the overall population of school board members in Iowa according to gender.

The sample of superintendents surveyed in this study consisted of 192 males and females at work in Iowa in May 2000. Included in the superintendent sample were all 17 females who currently hold superintendent positions. Including the additional female superintendents was done to assure the best possible comparison between male and female superintendents. A total of 137 questionnaires were received from superintendents with five discarded. The total superintendent return was 71.3%. Included in the returns were 13 females (9.5%) and 124 males (90.5%).

Table 5. School Board member comparison of current research returns and Iowa Association of School Board statistics based on years of experience

Questionnaire categories	Current research sample	State categories	State indicators
0-5	101/53.2%	Under 5	1361/64.8%
6-10	67/35.3%	5-9	544/25.9%
11-15	17/8.9%	10-14	149/7%
16-20	2/1.1%	15-19	35/1.7%
Over 21	3/1.5%	20 or more	12/.6%
Total	190		2101

### Years of Experience

Table 5 illustrates the board member sample group based on years of experience. Also included in the table are the statistics concerning the overall population of each group based on years of experience. According to Table 5, over half (53.2%) of the sample school board members have served five years or fewer and 35.3% have served six to 10 years. The percentage of school board members in this study serving 10 or fewer years is 83.6%. This is comparable to the overall population of school board members in Iowa where 64.8% have served less than five years, and 25.9% have served nine years or fewer. The percentage of school board members in Iowa who have served nine years or fewer is 90.6%. The number of board members in the sample who have served 11 to 15 years (8.9%) is also similar to that of the entire population (9%) serving approximately the same length of time (IASB, 2000).

Table 6. Distribution of returned questionnaires by enrollment with state indicators

	Board members no./%	Superintendents no./%	State indicators no./%
Less than 250	12/6.3%	13/9.5%	24/6.4%
250-399	21/11.1%	14/10.2%	55/14.7%
400-599	41/21.6%	29/21.2%	72/19.3%
600-999	59/31.1%	29/21.2%	108/28.8%
More than 1000	57/30%	52/38%	115/30.7
Total	190	132	364

This data demonstrate additional evidence that the sample of school board members is in balance with of the overall population of school board members in Iowa.

The largest percent (27.7%) of the superintendent sample groups in terms of years of experience is over 15 years. The next highest percent (21.2%) falls into the category of “0-3 years of experience.” The lowest percent (15%) falls within the “12-15 years of experience” category.

#### Size of School Districts

The distribution of returned questionnaires by size of school district is reported in Table 6 for both school board members and superintendents. The table illustrates that the largest number (31.1%) of responses returned by school board members came within the category of 600-999 students in the district, which shows a direct relationship to state indicators. The enrollment sizes reported by school board member respondents are all within 3.6% of the state indicators, with the largest group falling in to the category of 250-399 and the lowest (.01%) in the category of less than 250.

Table 7. Distribution of returned questionnaires by community size

	Board members no./%	Superintendent no./%
Less than 1000	25/13.2%	31/22.6%
1001-2500	69/36.3%	38/27.7%
2501-5000	48/25.3%	31/22.6
5001-10,000	24/12.6%	16/11.7%
More than 10,000	24/12.6%	21/15.3%
Totals	190	137

The enrollment sizes reported by superintendent respondents depart from the state data by as much as 7.6% in the 600-999 enrollment category with the smallest variance being 1.9% in the enrollment category 400-599.

### Community Description

The frequency and percent of responses by community description from school board members and superintendents of the sample group are illustrated in Table 7. The largest percentage of school board members (69%) indicated they represented communities between 1001-2500 people. Three categories were almost equivalent with less than .06% separating the categories. The largest superintendent responses (27.7%) also came from those who lead school districts located in communities of 1001-2500 people. Superintendents working in school systems of 5001-10,000 students showed the lowest (11.7%) response.

### Education Level Description

Over 80% of the school board members who responded to the questionnaire indicated that they had at least some college or an Associate of Arts Degree from a junior college. The largest percent of response (32.6%) came in the category of having some college or AA Degree with the next highest (31.6%) response in the category of having a Bachelor Degree. School board members who attended graduate school (23.6%) and high school or less (12.6%) were the remaining categories.

### School Board Member Occupation Description

The frequency and percent of responses by occupation for school board members are described in Table 8. The largest response (36.8%) came in the category of professional and

Table 8. Distribution of returned questionnaires by school board members by occupation

	No./%
Management	52/27.4
Professional and Technical	70/36.8
Sales	12/6.3%
Service	10/5.3%
Transportation	3/1.6%
Mechanic	3/1.6%
Administrative Support	5/2.6%
Construction	6/3.2%
Production	24/12.6%
Laborers and Helpers	4/2.1%
Other	1/0.5%
Total	190/100%

technical work with those in the management area showing the second highest response (27.4%). The areas of transportation (1.6%) and mechanic (1.6%) showed the lowest response, with one person indicating she/he did not have a job.

### **Findings for Each Hypothesis**

This section presents findings for each hypothesis. There were 50 leadership issues to which each respondent was asked to respond. Each issue required two separate responses according to his/her perception of who actually decides the particular issue (How It Is), and who the participants believe should ideally decide the issue (How It Ought To Be). This list is not all-inclusive of the leadership issues within school organization; however, the issues presented are representative of those that occur in school systems.

To assess the responses across comprehensive areas, the issues were grouped into four categories. Table 3 presented those categories and identified which issues fit into each category. Hypotheses showing categories with one or more issues having a significant difference were rejected as each hypothesis stated that there were no significant differences.

Table 9 displays school board members' responses according to how they evaluate the current status of responsibility within the given leadership issues while Table 10 addresses how school board members responded to how the ideal breakdown of leadership responsibility should be. The Likert type scale, used in the study, labeled a rating of "one" or "two" as always or usually the responsibility of members of the board of education. To determine the overall response level, the mean was calculated for each issue. Those issues, which illustrated a mean between 3.00 and 3.99, were considered to be shared responsibilities between the two groups. Issues within the category of Organization and Administration of

Table 9. Means of leadership issues by board members on How It Is responses

Item	Mean	Items	Mean
1. Developing the line item budget	4.489	14. Assigning a teacher to be department chair	4.510
2. Supervising the development of benchmarks and standards	3.931	15. Terminating the school systems business official	3.110
3. Appointing legal counsel	2.878	16. Establishing an attendance policy	3.152
4. Eliminating course offerings	3.326	17. Deciding which financial institution to deposit school funds	2.8
5. Negotiating for school	3.310	18. Selecting (not appointing) an athletic coach	4.057
6. School board orientation	3.7	19. Delaying school because of bad weather	4.873
7. Determining items for placement of school board agenda	3.752	20. Deciding to commence consolidation with a neighbor district	2.336
8. Selecting (not appointing) a principal	3.463	21. Approving the annual budget	1.721
9. Determining what building to close	2.842	22. Developing a clear chain of command	3.773
10. Authorizing the purchase of student desk from budgeted funds	3.768	23. Establishing an evaluation program for certified and noncertified staff	4.168
11. Awarding soft drink distributor contract to be official beverage	3.189	24. Developing staff development programs	4.368
12. Establishing a new activity to add to the extra-curricular program	3.094	25. Approving financial obligations against the district	1.857
13. Appointing people to the district advisory committee	3.242	26. Changing the assignment of an employed teacher	4.3

Table 9. (continued)

Item	Mean	Items	Mean
27. Accepting bids for construction projects	2.226	40. Facilitating the development of multiple assessment for the district	3.873
28. Adopting student learning goals	2.873	41. Reviewing discipline procedures utilized by principals	3.478
29. Allowing a request from the Boy Scouts to use facilities	3.726	42. Determining that the school district will put fourth a bond issue to the people	2.115
30. Representing needs of the school before city authorities or state legislature	3.7	43. Authorizing the establishment of a pre-kindergarten program for disabled students	2.342
31. Investing money into certificates of deposit or treasury bills	3.236	44. Determining bus routes	4.457
32. Selecting textbooks for the new health course being offered	4.252	45. Reviewing an annual audit of the school	2.589
33. Determining the dates of the school calendar	3.331	46. Directs the process of reviewing library material	4.194
34. Acting as a court of appeals for teachers	2.731	47. Holding public board meetings	2.310
35. Adopting the employee pay scale	1.894	48. Ensuring that quality career guidance program is being implemented	3.936
36. Ruling on a challenge by a parent concerning a teacher's grading scale	3.815	49. transferring a student from one school to another within the system	4.168
37. Evaluating building principals	4.510	50. Delineating the grade organization of the system's schools	3.410
38. Designing a new elementary school	3.078		
39. Setting a guideline which incorporates principles of treatment for employees	3.068		



Table 10. Means of leadership issues by board members on How It Ought To Be responses

Item	Mean	Items	Mean
1. Developing the line item budget	4.642	14. Assigning a teacher to be department chair	4.394
2. Supervising the development of benchmarks and standards	4.503	15. Terminating the school systems business official	2.875
3. Appointing legal counsel	2.335	16. Establishing an attendance policy	3.0
4. Eliminating course offerings	3.175	17. Deciding which financial institution to deposit school funds	2.751
5. Negotiating for school	3.562	18. Selecting (not appointing) an athletic coach	4.489
6. School board orientation	3.905	19. Delaying school because of bad weather	4.956
7. Determining items for placement of school board agenda	3.912	20. Deciding to commence consolidation with a neighbor district	2.058
8. Selecting (not appointing) a principal	3.854	21. Approving the annual budget	1.708
9. Determining what building to close	2.627	22. Developing a clear chain of command	3.503
10. Authorizing the purchase of student desk from budgeted funds	4.569	23. Establishing an evaluation program for certified and noncertified staff	4.051
11. Awarding soft drink distributor contract to be official beverage	3.343	24. Developing staff development programs	4.467
12. Establishing a new activity to add to the extra-curricular program	2.671	25. Approving financial obligations against the district	1.489
13. Appointing people to the district advisory committee	3.051	26. Changing the assignment of an employed teacher	4.408

Table 10. (continued)

Item	Mean	Items	Mean
27. Accepting bids for construction projects	1.613	40. Facilitating the development of multiple assessment for the district	4.474
28. Adopting student learning goals	2.5740	41. Reviewing discipline procedures utilized by principals	3.810
29. Allowing a request from the Boy Scouts to use facilities	4.481	42. Determining that the school district will put fourth a bond issue to the people	1.671
30. Representing needs of the school before city authorities or state legislature	3.613	43. Authorizing the establishment of a pre-kindergarten program for disabled students	2.109
31. Investing money into certificates of deposit or treasury bills	3.963	44. Determining bus routes	4.642
32. Selecting textbooks for the new health course being offered	4.182	45. Reviewing an annual audit of the school	2.503
33. Determining the dates of the school calendar	3.102	46. Directs the process of reviewing library material	4.153
34. Acting as a court of appeals for teachers	2.394	47. Holding public board meetings	2.051
35. Adopting the employee pay scale	1.525	48. Ensuring that quality career guidance program is being implemented	4.160
36. Ruling on a challenge by a parent concerning a teacher's grading scale.	3.905	49. transferring a student from one school to another within the system	4.503
37. Evaluating building principals	4.708	50. Delineating the grade organization of the system's schools	2.569
38. Designing a new elementary school	2.846		
39. Setting a guideline which incorporates principles of treatment for employees	2.861		

School Systems (OASS) which school board members identified as their responsibility, included determining what building to close (2.84), deciding to begin consolidation with a neighbor district (2.33), authorizing the establishment of a pre-kindergarten program for disabled students (2.34), and holding public board meetings (2.31).

Issues that school board members rated as being their responsibility within the category of Employee and Pupil Services (EPS) encompass appointing legal counsel (2.88) and acting as a court of appeals for teachers (2.73). All additional issues included in this category were believed to be shared or were the superintendents' responsibilities.

School board members' responsibilities included deciding in which financial institution to deposit school funds (2.80), approving the annual budget (1.72), approving financial obligations against the district (1.86), and accepting bids for construction projects (2.23) within the Business and Financial Management (BFM) category. They also are responsible for determining when the school district will put forth a bond issue to the people (2.12), adopting the employee pay scale (1.89), and reviewing the annual audit of the school (2.59) as their duties within this category.

Adopting the student learning goals (2.87) was the only issue for which school board members took responsibility for in the category of Curriculum and Instruction (CI). The remaining issues within the category were believed to be shared with the superintendent, with the exceptions of selecting textbooks (4.25) and directing the process of reviewing library material (4.19), which were considered to be the responsibility of the superintendent.

Table 11 displays superintendents' responses according to how they evaluated the current status of responsibility within the given leadership issues. Table 12 illustrates how superintendents responded to how the ideal breakdown of leadership responsibility should be.

Table 11. Means of leadership issues by superintendents on How It Is responses

Item	Mean	Items	Mean
1. Developing the line item budget	4.273	14. Assigning a teacher to be department chair	4.436
2. Supervising the development of benchmarks and standards	3.694	15. Terminating the school systems business official	2.926
3. Appointing legal counsel	2.7	16. Establishing an attendance policy	2.989
4. Eliminating course offerings	3.115	17. Deciding which financial institution to deposit school funds	2.7
5. Negotiating for school	3.252	18. Selecting (not appointing) an athletic coach	3.805
6. School board orientation	3.373	19. Delaying school because of bad weather	4.805
7. Determining items for placement of school board agenda	3.389	20. Deciding to commence consolidation with a neighbor district	2.205
8. Selecting (not appointing) a principal	3.1	21. Approving the annual budget	1.7
9. Determining what building to close	2.752	22. Developing a clear chain of command	3.789
10. Authorizing the purchase of student desk from budgeted funds	3.673	23. Establishing an evaluation program for certified and noncertified staff	4.010
11. Awarding soft drink distributor contract to be official beverage	3.078	24. Developing staff development programs	4.284
12. Establishing a new activity to add to the extra-curricular program	2.952	25. Approving financial obligations against the district	1.842
13. Appointing people to the district advisory committee	2.952	26. Changing the assignment of an employed teacher	4.194

Table 11. (continued)

Item	Mean	Items	Mean
27. Accepting bids for construction projects	2.2	40. Facilitating the development of multiple assessment for the district	3.794
28. Adopting student learning goals	2.826	41. Reviewing discipline procedures utilized by principals	3.247
29. Allowing a request from the Boy Scouts to use facilities	3.731	42. Determining that the school district will put fourth a bond issue to the people	2.047
30. Representing needs of the school before city authorities or state legislature	3.7	43. Authorizing the establishment of a pre-kindergarten program for disabled students	2.289
31. Investing money into certificates of deposit or treasury bills	3.115	44. Determining bus routes	4.410
32. Selecting textbooks for the new health course being offered	4.136	45. Reviewing an annual audit of the school	2.578
33. Determining the dates of the school calendar	3.284	46. Directs the process of reviewing library material	4.115
34. Acting as a court of appeals for teachers	2.6	47. Holding public board meetings	2.215
35. Adopting the employee pay scale	1.889	48. Ensuring that quality career guidance program is being implemented	3.736
36. Ruling on a challenge by a parent concerning a teacher's grading scale	3.721	49. transferring a student from one school to another within the system	4.1
37. Evaluating building principals	4.226	50. Delineating the grade organization of the system's schools	3.368
38. Designing a new elementary school	3.0		
39. Setting a guideline which incorporates principles of treatment for employees	3.068		

Table 12. Means of leadership issues by superintendents on How It Ought To Be responses

Item	Mean	Items	Mean
1. Developing the line item budget	4.664	14. Assigning a teacher to be department chair	4.452
2. Supervising the development of benchmarks and standards	4.365	15. Terminating the school systems business official	2.883
3. Appointing legal counsel	2.321	16. Establishing an attendance policy	3.036
4. Eliminating course offerings	3.153	17. Deciding which financial institution to deposit school funds	2.817
5. Negotiating for school	3.467	18. Selecting (not appointing) an athletic coach	4.583
6. School board orientation	3.357	19. Delaying school because of bad weather	4.934
7. Determining items for placement of school board agenda	3.481	20. Deciding to commence consolidation with a neighbor district	2.0
8. Selecting (not appointing) a principal	3.948	21. Approving the annual budget	1.708
9. Determining what building to close	2.635	22. Developing a clear chain of command	3.481
10. Authorizing the purchase of student desk from budgeted funds	4.605	23. Establishing an evaluation program for certified and noncertified staff	3.978
11. Awarding soft drink distributor contract to be official beverage	3.394	24. Developing staff development programs	4.467
12. Establishing a new activity to add to the extra-curricular program	2.693	25. Approving financial obligations against the district	1.525
13. Appointing people to the district advisory committee	2.722	26. Changing the assignment of an employed teacher	4.496

Table 12. (continued)

Item	Mean	Items	Mean
27. Accepting bids for construction projects	1.649	40. Facilitating the development of multiple assessment for the district	4.496
28. Adopting student learning goals	2.467	41. Reviewing discipline procedures utilized by principals	3.912
29. Allowing a request from the Boy Scouts to use facilities	4.569	42. Determining that the school district will put fourth a bond issue to the people	1.642
30. Representing needs of the school before city authorities or state legislature	3.459	43. Authorizing the establishment of a pre-kindergarten program for disabled students	2.109
31. Investing money into certificates of deposit or treasury bills	3.978	44. Determining bus routes	4.715
32. Selecting textbooks for the new health course being offered	4.197	45. Reviewing an annual audit of the school	2.554
33. Determining the dates of the school calendar	3.131	46. Directs the process of reviewing library material	4.167
34. Acting as a court of appeals for teachers	2.554	47. Holding public board meetings	2.036
35. Adopting the employee pay scale	1.613	48. Ensuring that quality career guidance program is being implemented	4.124
36. Ruling on a challenge by a parent concerning a teacher's grading scale.	3.992	49. transferring a student from one school to another within the system	4.547
37. Evaluating building principals	4.846	50. Delineating the grade organization of the system's schools	2.591
38. Designing a new elementary school	2.861		
39. Setting a guideline which incorporates principles of treatment for employees	2.868		

The Likert scale used in the study assigned a rating of four or five as usually or always the responsibility of superintendents. To determine the overall response level, the mean was calculated for each issue. Those issues within the category of Organization and Administration of School Systems (OASS) which superintendents identified as their responsibility included delaying school because of bad weather (4.96), developing staff development programs (4.47), allowing a request from the Boy Scouts to use facilities (4.48), and determining bus routes (4.64).

Issues that superintendents rated as being their responsibility within the category of Employee and Pupil Services (EPS) included assigning a teacher to be department chair (4.47), selecting (not appointing) an athletic coach (4.49), establishing an evaluation program for certified and noncertified staff (4.05), and developing staff development programs (4.46). Two additional issues superintendents believed were their responsibilities within this category were evaluating the principal (4.71), and transferring a student from one school to another within the system (4.50).

Superintendent duties also included developing the line item budget (4.64) and authorizing the purchase of student desks from budgeted funds (4.57) within the Business and Financial Management (BFM) category. All other issues within this category were believed to be shared or the responsibility of the school board.

Supervising the development of benchmarks and standards (4.50), selecting textbooks (4.18), facilitating the development of multiple assessments for the district (4.47), directing the process of reviewing library material (4.15), and ensuring that a quality career guidance program is being implemented (4.16) are all issues that superintendents believe were their responsibilities within the category of Curriculum and Instruction (CI).



Table 13 identifies issues that school board members believed were the responsibilities of the superintendent and those issues superintendents believed were the responsibility of the school board. The remaining issues, which have not been previously mentioned and do not appear in Table 13, were perceived to be shared by the two groups included in this study.

### **Hypothesis 1**

Null hypothesis 1 stated there are no significant differences between the issues or categories of leadership that school board members identify as ones for which they do assume responsibility and ones for which they should assume responsibility.

To determine if there was a significant difference between who does and who should assume leadership responsibilities, a t-test for independent samples was administered. This statistical test examined the relationship of the mean scores for the two groups in each category and on individual issues, which then established a level of significance.

Table 14 displays the categorical comparison of school board members' perceptions of leadership issues that they feel they do assume responsibility for and those for which they should assume responsibility. The comparison table shows that in all categories there is a significant difference ( $p < .05$ ).

The null hypothesis that there are no significant differences between categories of leadership that school board members identify as ones for which they do assume responsibility and ones for which they should assume responsibility was rejected due to each category's t-score showing a 2-tail probability of .000. It can be concluded that school board members perceive that they should be responsible for more than they currently are in all categories.

Table 13. Beliefs of counter responsibilities for school boards and superintendents

Board members =>Superintendent	Superintendents => Board members
<u>ORGANIZATION AND ADMINISTRATION OF SCHOOL SYSTEMS</u> 10. Delaying school because of weather 11. Developing staff development programs 12. Determining bus routes	<u>ORGANIZATION AND ADMINISTRATION OF SCHOOL SYSTEMS</u> 1) Deciding to commence consolidation with a neighbor district 2) Designing a new elementary school 3) Authorizing the establishment of a pre-kindergarten program for disabled students 4) Holding public board meetings
<u>EMPLOYEE AND PUPIL SERVICES</u> 1) Assigning a teacher to be department chair 2) Terminating the school system business official 3) Selecting (not appointing) an athletic coach 4) Establishing an evaluation program for certified and noncertified staff 5) Changing the assignment of an employed teacher 6) Evaluating building principals 7) Transferring a student from one school to another within the system	<u>EMPLOYEE AND PUPIL SERVICES</u> 1) Adopting legal counsel 2) Terminating the school system's business official 3) Acting as a court of appeals for teachers
<u>BUSINESS AND FINANCIAL MANAGEMENT</u> 1) Developing the line item budget	<u>BUSINESS AND FINANCIAL MANAGEMENT</u> 1) Deciding in which financial institution to deposit school funds 2) Reviewing an annual audit of the school
<u>CURRICULUM AND INSTRUCTION</u> 1) Selecting textbooks for the new health course being offered 2) Directing the process of reviewing library material	<u>CURRICULUM AND INSTRUCTION</u> 1) Establishing a new activity to add to the extra-curriculum program 2) Delineating the grade organization of the system's schools

Table 14. Categorical comparison of issues that school board members feel they do assume responsibility for and those that they should assume responsibility

	Mean difference	t-value	Significance level
Organization and Administration of School Systems	.2204	12.918	.000*
Employee and Pupil Services	.1571	6.486	.000*
Business and Financial Management	.0718	4.005	.000*
Curriculum and Instruction	.1281	5.803	.000*

\*p < .05

T-tests for independent samples were also administered to determine if there was a significant difference between the responsibilities school board members believe they actually are performing and those that they should ideally be performing for individual issues. Tables 15, 16, 17, and 18 depict the difference of mean scores for each group, the t-scores and significance level of all issues which are included in the respective category.

The null hypothesis that there are no significant differences between issues of leadership that school board members identify as ones for which they actually assume responsibility and ones for which they should ideally assume responsibility was rejected for the category of Organization and Administration of School Systems (OASS). Seventy-one percent of the issues making up this category had a t-score showing a 2-tailed probability less than .05. Of the 12 issues showing a significant difference, six are significant for 95% simultaneous confidence.

It is concluded from Table 15 that school board members perceive they should be responsible for more than they currently are within 12 individual issues. It is reasoned that

Table 15. School board members' perceptions of what they are responsible for and what they should be responsible within the category of Organization of Administration of School Systems

Issue	Mean difference	t-score	Significance level
6. Planning orientation for new school board members	.3263	4.210	.000*
7. Determining what items will be included on board agenda	.3632	7.256	.000*
13. Appointing people to serve on citizen's advisory committee	.2895	5.205	.000*
16. Establishing an attendance policy	.1632	4.062	.000*
19. Delaying school because of bad weather	.06842	2.537	.012*
20. Deciding to commence consolidation with another school	.1316	3.341	.001*
24. Developing a staff development program	.08421	2.084	.039*
30. Representing needs of the school before authorities	.1526	3.006	.003*
38. Designing a new elementary	.07895	2.740	.007*
41. Reviewing discipline procedures used by building administrators	.2316	4.794	.000*
43. Authorizing a pre-kindergarten program	.05263	2.386	.018*
47. Holding public board meetings	.09474	2.697	.008*

\*p < .05

school board members believe their current responsibilities in determining which building to close due to declining enrollment, developing a clear chain of command, allowing a facilities request, determining the school calendar, and determining bus routes are the only issues over which they do not want more control within this category.

The null hypothesis that there are no significant differences between issues of leadership that school board members identify as ones for which they do assume responsibility and ones for which they should assume responsibility was also rejected for individual issues within the category of Employee and Pupil Services (EPS). T-tests for independent samples were performed on the issues included in this category and are illustrated in Table 16.

Sixty-nine percent of the issues making up Employee and Pupil Services (EPS) indicated a t-score showing a 2-tailed probability less than .05. Of the nine issues showing a significant difference, six are significant for 95% simultaneous confidence. It can be concluded from Table 16 that school board members perceive they should be responsible for more than they currently are in nine individual areas in this category. These data rejected the null hypothesis that there are no significant differences between issues of leadership those school board members identify as ones for which they do assume responsibility and ones for which they should assume responsibility for this category.

Performing t-tests for independent samples on the issues forming the category of Business and Financial Management (BFM) led to the rejection of the null hypothesis that there are no significant differences between issues of leadership that school board members identify as ones for which they do assume responsibility and ones for which they should assume responsibility.

Table 16. School board members' perceptions of what they are responsible for and what they should be responsible within the category of Employee and Pupil Personal Services

Issue	Mean difference	t-score	Significance level
3. Appointing legal counsel	.1789	3.327	.001*
8. Selecting a principal	.3632	5.817	.000*
14. Assigning a teacher department chairperson	.0737	2.432	.016*
15. Terminating the school system's business official	.1842	3.752	.000*
18. Selecting an athletic coach	.2526	4.995	.000*
23. Establishing an evaluation program for certified and noncertified staff	.1579	3.361	.001*
34. Acting as a court of appeals for teachers	.1316	1.998	.047*
37. Evaluating building principals	.2842	4.944	.000*
39. Setting guidelines that incorporate principles of treatment for employees	.08947	2.698	.008*

\*p < .05

Table 17. School board members' perceptions of what they are responsible for and what they should be responsible for within the category of Business and Financial Management

Issue	Mean difference	t-score	Significance level
1. Developing a line item budget	.2158	4.406	.000*
11. Awarding soft drink distributor a contract to be the official drink of the school	.1105	2.224	.027*
17. Deciding in which financial institution to deposit school funds	.1000	2.104	.037*
31. Investing money into CD's or treasury bills	.1211	3.175	.002*
42. Determining to run a bond issue	.0684	2.158	.032*

\*p < .05

Forty-five percent of the issues making up this category indicated a t-score showing a 2-tailed probability less than .05. Of the five issues showing a significant difference, two are significant for 95% simultaneous confidence. It is concluded from Table 17 that school board members perceive that they should be responsible for more than they currently are on specific issues in the category of Business and Financial Management (BFM). With these school board perceptions, the null hypothesis that there are no significant differences between issues of leadership those school board members identify as ones for which they do assume responsibility and ones for which they should assume responsibility is rejected for this category.

It is concluded from Table 18 that school board members perceive they should be responsible for more than they currently are in six individual issues within the category of Curriculum and Instruction (CI). Sixty-seven percent of the issues making up this category show a t-score having a 2-tailed probability less than .05. Of the six issues showing a

Table 18. School board members' perceptions of what they are responsible for and what they should be responsible within the category of Curriculum and Instruction

Issue	Mean difference	t-score	Significance level
2. Supervising the development of benchmarks and standards	.2368	5.778	.000*
4. Eliminating course offerings	.2105	4.651	.000*
12. Establishing a new activity	.1421	3.066	.027*
32. Selecting textbooks.	.1158	2.799	.006*
46. Directing the process of reviewing library material for appropriateness	.0789	2.500	.013*
48. Ensuring that a quality guidance program is implemented	.2000	4.454	.000*

\*p < .05

significant difference, two are significant for 95% simultaneous confidence. The null hypothesis that there are no significant differences between issues of leadership that school board members identify as ones for which they do assume responsibility and ones for which they should assume responsibility is rejected for the category of Curriculum and Instruction (CI).

### **Hypothesis 2**

Null hypothesis 2 stated there are no significant differences between the issues or categories of leadership that superintendents identify as ones for which they do assume responsibility and ones for which they should assume responsibility.

To determine if there was a significant difference between who actually assumes leadership responsibility and who should ideally assume leadership responsibilities, a t-test for independent samples was administered. This test examined the relationship of the mean scores for the two groups in each category and issues which then established a significance level.

Table 19 displays the categorical comparison of superintendents' perceptions of leadership issues for which they feel they actually assume responsibility and those for which they should ideally assume responsibility. The comparisons show that in two categories there are significant differences.

The null hypothesis that there are no significant differences between categories of leadership that superintendents identify as ones for which they do assume responsibility and ones for which they should assume responsibility was rejected due to two categories' t-scores showing a 2-tail probability of less than .05.



Table 19. Categorical comparison of issues that superintendents feel they do assume responsibility for and those that they should ideally assume responsibility

	Mean difference	t-value	Significance level
Organization and Administration of School Systems	.07815	3.538	.001*
Employee and Pupil Services	.08422	.2590	.796
Business and Financial Management	-.16120	-13.092	.000*
Curriculum and Instruction	.02190	1.180	.240

\*p < .05

It can be concluded that superintendents perceive they should be responsible for more than they currently are in the category of Organization and Administration of School Systems (.001). Superintendents indicated that they feel they should have less responsibility than they currently have in the area of Business and Financial Management (mean difference of -.16120).

T-tests for independent samples were also administered to determine if there were significant differences between the responsibilities superintendents believe they are performing and those they should be performing for individual issues. Tables 20, 21, and 22 depict the difference of mean scores for each group, the t-scores and significance level of all issues included in each category.

The null hypothesis that there are no significant differences between issues of leadership that superintendents identify as ones for which they actually assume responsibility and ones for which they should ideally assume responsibility was rejected for the category of

Table 20. Superintendents' perceptions of what they are responsible for and what they should be responsible for within the category of Organization of Administration of School Systems

Issue	Mean difference	t-score	Significance level
6. Planning orientation for new school board members	.5474	7.001	.000*
7. Determining which items will be included on board agenda	.4307	6.948	.000*
13. Appointing people to serve on citizens' advisory committee	.3285	4.945	.000*
29. Allowing a facilities request	-.0876	-2.083	.039*
30. Representing needs of the school before authorities	.1533	2.208	.029*
41. Reviewing discipline procedures used by building administrators	-.1022	-2.190	.003*
44. Determining bus routes	-.0730	-1.982	.049*

\*p < .05

Organization and Administration of School Systems (OASS). Forty-one percent (7) of the issues making up this category exhibited a t-score showing a 2-tailed probability less than .05. Of the seven issues showing a significant difference, four are significant for 95% simultaneous confidence.

It can be concluded from Table 20 that superintendents perceive that they should be responsible for more than they currently are on three individual issues. Those issues include determining what items will be included on the board agenda, appointing people to serve on citizens' advisory committee, and representing needs of the school before authorities. It can also be reasoned that superintendents believe they should have less responsibility in the areas

Table 21. Superintendents' perceptions of what they are responsible for and what they should be responsible within the category of Employee and Pupil Personal Services

Issue	Mean difference	t-score	Significance level
26. Changing the assignment of an employed teacher	-.0876	-2.022	.045*
34. Acting as court of appeals for teachers	-.1606	-1.981	.050*
36. Ruling on a challenge by a parent concerning a teacher's grading scale	-.0876	-2.222	.028*

\*p < .05

of allowing a facilities request, reviewing discipline procedures used by building administrators, and determining bus routes.

The null hypothesis that there are no significant differences between issues of leadership that superintendents identify as ones for which they actually assume responsibility and ones for which they should ideally assume responsibility was also rejected for individual issues within the category of Employee and Pupil Services (EPS). T-tests for independent samples were performed on the issues included in this category and are illustrated in Table 21.

Twenty-three percent (3) of the issues included in this category indicated a t-score showing a 2-tailed probability less than .05. Of the three issues showing a significant difference, none are significant for 95% simultaneous confidence. It can be concluded from Table 21 that superintendents perceive they should be responsible for more than they currently are in three individual areas in the category of Employee and Pupil Services (EPS). Although superintendents seem to be satisfied overall with their responsibilities in this category, the null hypothesis is still rejected.

Performing t-tests for independent samples on the issues forming the category of Business and Financial Management (BFM) also illustrated the rejection of the null hypothesis that there are no significant differences between issues of leadership that superintendents identify as ones for which they do assume responsibility and ones for which they should assume responsibility.

Adopting the employee pay scale (.028) was the only issue within the Business and Financial Management (BFM) category indicating a t-score showing a 2-tailed probability less than .05. This issue is not significant for 95% simultaneous confidence. It is concluded that even though superintendents were satisfied with their responsibilities in 10 of the 11 issues, the null hypothesis is rejected.

Superintendents perceive they should ideally be responsible for more than they currently are in one area within the category of Curriculum and Instruction (CI). The issue of supervising the development of benchmarks and standards showed a t-score having a 2-tailed probability less than .05. The null hypothesis that there are no significant differences between issues of leadership those superintendents identify as ones for which they actually assume responsibility and ones for which they should ideally assume responsibility was rejected.

### **Hypothesis 3**

Null hypothesis 3 stated that there are no issues or categories of leadership where school board members and superintendents differ on their identification as ones for which each group actually assumes responsibility.

To determine if there is a significant difference between the perceptions of school board members and superintendents about which group actually assumes

Table 22. Comparison between school board members and superintendents concerning which group assumes responsibility for each category

Category	Mean difference	t-value	Significance level
Organization and Administration of School Systems	.0107	.224	.823
Employee and Pupil Services	-.0736	-1.247	.213
Business and Financial Management	-.0240	-.355	.723
Curriculum and Instruction	.0516	.862	.389

\*p < .05

responsibility, a t-test for independent samples was conducted. This test examined the relationship of the mean scores for the two groups in each category and individual issues included in each category.

Table 22 describes the comparison between school board members and superintendents concerning which group actually assumes responsibility for each category. The table indicates there are no categories on which the two groups significantly disagree.

The data illustrate that school board members and superintendent are in agreement on the current overall division of power. Because no category shows a 2-tailed probability of less than .05, the null hypothesis that there are no significant differences between categories of leadership on which school board members and superintendents differ in their identification as ones for which each group actually assume responsibility cannot be rejected.

T-tests for independent samples were also administered to determine if there were significant differences between school board members and superintendents concerning who actually assumes responsibility for individual issues included in each category. Tables 23,

Table 23. Comparison between school board members and superintendents concerning which group assumes responsibility for each issue in the category of Organization of Administration of School Systems

Issue	Mean difference	t-score	Significance level
19. Delaying school because of bad weather	-.8252	-2.305	.022*
20. Deciding to commence consolidation with another school	.2784	2.310	.022*
29. Allowing a facilities usage request	-.7554	-6.422	.000*
38. Designing a new elementary	.2322	2.742	.006*
41. Reviewing discipline procedures used by building administrators	-.3313	-2.627	.009*
44. Determining bus routes	-.1844	-2.384	.018*
47. Holding public board meetings	.2594	2.009	.045*

\*p < .05

24, 25, and 26 delineate the difference of mean scores for each group, the t-scores and significance level of all issues included in the respective category.

The null hypothesis was rejected for the category of Organization and Administration of School Systems (OASS). Forty-one percent (7) of the issues included in this category demonstrated a t-score showing a 2-tailed probability of less than .05 indicating a significant difference in perception between the two groups. Of the seven issues showing a significant difference, one is significant for 95% simultaneous confidence. With these significant differences in perception, the null hypothesis is rejected.

Examination of Table 25 indicates that school board members and superintendents disagree on who actually assumes the responsibility on issues such as whose responsibility it is to delay school because of bad weather (.022), commence consolidation with another

Table 24. Comparison between school board members and superintendents concerning which group assumes responsibility for each issue in the category of Employee and Pupil Services

Issue	Mean difference	t-score	Significance level
3. Appointing legal counsel	.5432	3.588	.000*
5. Negotiating for school system	-.2515	-2.058	.040*
8. Selecting a principal	-.3909	-3.232	.001*
18. Selecting an athletic coach	-.4312	-4.231	.000*
37. Evaluating building principals	-.1975	-2.204	.028*
49. Transferring a student from one school to another within the system	-.3352	-3.51	.001*

\*p < .05

school (.022), allow a facility usage request (.000), design a new elementary (.006), review discipline procedures used by building administrators (.009), determine bus routes (.018), and hold public board meetings (.045).

The null hypothesis that there are no issues or categories of leadership where school board members and superintendents differ on their identification as ones on which each group currently assumes responsibility was also rejected for individual issues within the category of Employee and Pupil Services (EPS). T-tests for independent samples were performed on the issues included in this category and are portrayed in Table 24.

Forty-six percent (6) of the issues included in this category indicated a t-score showing a 2-tailed probability less than .05. Of the six issues showing a significant difference, four are significant for 95% simultaneous confidence. It can be concluded from Table 24 that the null hypothesis is rejected because school board members and

Table 25. Comparison between school board members and superintendents concerning which group assumes responsibility for each issue in the category of Business and Financial Management

Issue	Mean difference	t-score	Significance level
10. Authorizing the purchase of student desks from budgeted funds	-.8009	-6.718	.000*
25. Approving payment of financial obligations against the district	.3688	3.08	.002*
27. Accepting bids for construction projects	.6132	4.504	.000*
31. Investing money into CD's or treasury bills	-.7267	-4.894	.000*
35. Adopting the employee pay scale	.3692	3.188	.002*
42. Determining to run a bond issue	.4443	4.036	.000*

\*p < .05

superintendents significantly disagree on who actually assumes the responsibilities of appointing legal counsel (.000), negotiating for the school system (.040), selecting a principal (.001), selecting athletic coaches (.000), evaluating building principals (.028), and transferring a student from one school to another within the system (.001).

Performing t-tests for independent samples on the issues forming the category of Business and Financial Management (BFM) also shows evidence of rejection of the null hypothesis that there are no issues or categories of leadership where school board members and superintendents differ in their identification as ones for which each group actually assume responsibility.

School board members and superintendents show a significant difference on who actually assumes responsibility for issues such as approving payment of financial obligations



Table 26. Comparison between school board members and superintendents concerning which group assumes responsibility for each issue in the category of Curriculum and Instruction

Issue	Mean difference	t-score	Significance level
2. Supervising the development of benchmarks and standards	-.5721	-6.797	.000*
12. Establishing a new activity	.4232	3.289	.001*
28. Adopting student learning goals	.3335	2.313	.021*
40. Facilitating the development of multiple assessments	.6008	-6.774	.000*
48. Ensuring that a quality guidance program is implemented	-.2237	-2.144	.033*
50. Delineating the grade organization of the school system	.8412	6.115	.000*

\*p < .05

against the district (.002), accepting bids for construction projects (.000), investing money into CD's or treasury bills (.000), adopting the employee pay scale (.000), and determining to run a bond issue (.001) within the category of Business and Financial Management. With six issues showing a significance level of less than .05 and significance for 95% simultaneous confidence, the null hypothesis is rejected for individual issues within this topic.

Inspection of Table 26 reveals that there are several areas of significant disagreement between school board members and superintendents on the issues included in the category of Curriculum and Instruction (CI). Sixty-seven percent (6) of the issues show a t-score having a 2-tailed probability less than .05. Of the six issues showing a significant difference, four are significant for 95% simultaneous confidence. The null hypothesis that there are no issues of leadership where school board members and superintendents differ on their identification as

ones for which each group actually assume responsibility in the category of Curriculum and Instruction (CI) is rejected.

#### **Hypothesis 4**

Null hypothesis 4 stated there is no significant difference on issues or categories of leadership where school board members and superintendents differ on their identification as ones for which each group should ideally assume responsibility.

To determine if there was a significant difference between the perceptions of school board members and superintendents on which group should ideally assume responsibility, a t-test for independent samples was conducted. This test investigated the relationship of the mean scores for the two groups in each category and individual issues included in each category.

Table 27 describes the comparison between school board members and superintendent concerning which group should ideally assume responsibility for each category.

Table 27. Comparison between school board members and superintendents concerning which group should assume responsibility for each category

Category	Mean difference	t-value	Significance level
Organization and Administration of School Systems	-.1316	-3.178	.002*
Employee and Pupil Services	-.2222	-.0414	.000*
Business and Financial Management	-.2570	-.4266	.000*
Curriculum and Instruction	-.0546	-.952	.340

\*p < .05

The table indicates that three categories showed a significant difference in the perception of the two groups. School board members and superintendents believe that Curriculum and Instruction (CI) is a shared responsibility. All other categories show school board members believing they should have more responsibility.

T-tests for independent samples were administered to determine if there was a significant difference between school board members and superintendents concerning who should ideally assume responsibility for individual issues included in each category. Tables 28, 29, 30, and 31 describe the difference of mean scores for each group, the t-scores and significance level of all issues included in the respective category.

The null hypothesis that there are no issues of leadership where school board members and superintendents differ in their identification as ones for which each group should ideally assume responsibility was rejected for the category of Organization and Administration of School Systems (OASS). Forty-one percent (7) of the issues included in this category demonstrated a t-score showing a 2-tailed probability of less than .05. Of the seven issues showing a significant difference, three are significant for 95% simultaneous confidence. The null hypothesis was rejected.

Examination of Table 28 indicates that school board members and superintendents disagree on who should ideally assume the responsibility on issues such as who is responsible for appointing people to serve on citizen's advisory committee (.049), delaying school because of bad weather (.003), developing a clear chain of command (.022), developing a staff development program (.021), allowing a facilities request (.000), designing a new elementary (.000), reviewing discipline procedures used by building administrators (.000), and determining bus routes (.010).

Table 28. Comparison between school board members and superintendents concerning which group should assume responsibility for each issue in the category of Organization of Administration of School Systems

Issue	Mean difference	t-score	Significance level
13. Appointing people to serve on citizen's advisory committee	.2300	1.972	.049*
19. Delaying school because of bad weather	-.129	-2.965	.003*
22. Developing a clear chain of command	.3077	2.307	.022*
24. Developing a staff development program	-.1829	-2.312	.021*
29. Allowing a facilities request	-.8378	-7.629	.000*
41. Reviewing discipline procedures used by building administrators	-.665	-5.36	.000*
44. Determining bus routes	-.3048	-3.972	.000*

\*p < .05

Table 29. Comparison between school board members and superintendents concerning which group assumes responsibility for each issue in the category of Employee and Pupil Services

Issue	Mean difference	t-score	Significance level
3. Appointing legal counsel	.3788	2.737	.007*
8. Selecting a principal	-.8489	-7.386	.000*
18. Selecting an athletic coach	-.7787	-8.372	.000*
26. Changing the assignment of an employed teacher	-.3016	-3.093	.002*
37. Evaluating building principals	-.6204	-7.373	.000*
49. Transferring a student from one school to another within the system	-.4474	-4.454	.000*

\*p < .05

The null hypothesis was also rejected for individual issues within the category of Employee and Pupil Services (EPS). T-tests for independent samples were performed on the issues included in this category and are portrayed in Table 29.

Forty-six percent (6) of the issues included in this category indicated a t-score showing a 2-tailed probability less than .05. Of the six issues showing a significant difference, five are significant for 95% simultaneous confidence. It was concluded from Table 29 that the null hypothesis is rejected because school board members and superintendents disagree on who should appoint legal counsel (.007), select a principal (.000), select athletic coaches (.000), change the assignment of an employed teacher (.002), evaluate building principals (.000), and transfer a student from one school to another within the system.

Performing t-tests for independent samples on the issues forming the category of Business and Financial Management (BFM) also showed evidence of rejection of the null hypothesis that there are no issues or categories of leadership where school board members and superintendents differ in their identification as ones for which each group should ideally assume responsibility.

Examination of Table 30 reveals that there are eight areas of significant disagreement between school board members and superintendents on who should ideally assume responsibility in the area of Business and Financial Management. Seventy-two percent (8) of the issues showing a t-score having a 2-tailed probability less than .05. Of the eight issues showing a significant difference, five are significant for 95% simultaneous confidence. The null hypothesis for the category of Business and Financial Management (BFM) is rejected.

Table 30. Comparison between school board members and superintendents concerning which group should assume responsibility for each issue in the category of Business and Financial Management

Issue	Mean difference	t-score	Significance level
1. Developing a line item budget	-.3905	-4.578	.000*
10. Authorizing the purchase of student desks from budgeted funds	-.9322	-8.34	.000*
11. Awarding soft drink distributor a contract to be the official drink of the school	-.3152	-2.112	.035*
25. Approving payment of financial obligations against the district	.3166	2.532	.012*
27. Accepting bids for construction projects	.5504	4.032	.000*
31. Investing money into CD's or treasury bills	-.8623	-5.901	.000*
35. Adopting the employee pay scale	.2763	2.392	.017*
42. Determining to run a bond issue	.405	3.69	.000*

\*p < .05

Table 31. Comparison between school board members and superintendents concerning which group should assume responsibility for each issue in the category of Curriculum and Instruction

Issue	Mean difference	t-score	Significance level
2. Supervising the development of benchmarks and standards	-.6702	-7.139	.000*
12. Establishing a new activity	.2592	2.089	.038*
28. Adopting student learning goals	.3592	2.579	.010*
40. Facilitating the development of multiple assessments	-.7016	-8.287	.000*
48. Ensuring that a quality guidance program is implemented	-.3872	-3.42	.001*
50. Delineating the grade organization of the school system	.7772	5.71	.000*

\*p < .05

Inspection of Table 31 reveals several areas of significant disagreement between school board members and superintendents on the issues included in the category of Curriculum and Instruction (CI). Sixty-six (6) of the issues showing a t-score having a 2-tailed probability less than .05. Of the six issues showing a significant difference, four are significant for 95% simultaneous confidence. The null hypothesis that there are no issues of leadership where school board members and superintendents differ in their identification as ones for which each group should ideally assume responsibility for the category of Curriculum and Instruction (CI) is rejected. Areas showing disagreement are supervising the development of benchmarks and standards (.000), establishing a new activity (.038), adopting student learning goals (.010), facilitating the development of multiple assessments (.000), ensuring that a quality guidance program is implemented (.001), and delineating the grade organization of the school system (.000).

### **Hypothesis 5**

Null hypothesis 5 stated there are no issues or categories of leadership where male school board members and female school board members differ on their identification as ones they should and should not assume responsibility.

To determine if there was a significant difference between who actually and who should ideally assume leadership responsibilities, a t-test for independent samples was administered. This test examines the relationship of the mean scores for the two groups in each category and issue, which then established a significance level.

Table 32 displays the categorical comparison by gender of school board members' perceptions of leadership issues that they feel they should or should not assume responsibility for. The comparisons show that there are no significant differences in any category.

Table 32. Categorical comparison of school board members' responses on How It Ought To Be according to gender

	Mean difference	t-value	Significance level
OASS	-.1140	-1.895	.060
EPS	-.1265	-1.517	.131
BFM	.114	-.1465	.114
CI	.0075	-.102	.925

$p < .05$

The null hypothesis that there are no significant differences between categories of leadership that male school board members and female school board members identify as ones for which they should or should not assume responsibility was not rejected.

T-tests for independent samples were also administered to determine if there was a significant difference between what responsibility school board members, by gender, believe they should or should not be performing for individual issues. Table 33 depicts those issues showing a significant level for each category.

Table 33 illustrates the significantly different responses of school board members according to gender on leadership issues with each category having at least one issue showing males and females disagreeing on who should be responsible for that issue. Every issue with a significant difference shows female school board members interested in having more responsibility.

It is concluded from Table 33 that the null hypothesis that there are no issues of leadership where male school board members and female school board members differ on their identification as ones they should and should not assume is rejected for issues of leadership.



Table 33. School board responses on How It Ought To Be according to gender

Category	Issue	Mean difference	t-score	Significance level
OASS	9. Determining what items will be included on board agenda	-.4286	-2.937	.004*
	20. Deciding to commence consolidation with another school	-.5088	-3.468	.001*
EPS	3. Appointing legal counsel	-.5038	-2.563	.011*
BFM	17. Deciding in which financial institution to deposit school fund	-.4286	-2.121	.036*
	27. Accepting bids for construction projects	-.5664	-2.873	.005*
CI	12. Establishing a new activity	-.3935	-2.552	.012*

\*p < .05

### Hypothesis 6

Null hypothesis 6 stated that there are no issues or categories of leadership where male superintendents and female superintendents differ on their identification as ones for which they should and should not assume responsibility.

To determine if there was a significant difference between who does and who should assume leadership responsibilities, a t-test for independent samples was administered. This test examined the relationship of the mean scores for the two groups for each category and issue, which then established a significance level.

Table 34 displays the categorical comparison of male superintendents and female superintendents' perceptions of leadership issues for which they feel they should or should

Table 34. Categorical comparison of superintendent responses on How It Ought To Be according to gender

	Mean difference	t-value	Significance level
OASS	-.1723	-1.700	.091
EPS	-.1282	-1.007	.332
BFM	-.1309	-.898	.371
CI	-.3490	-3.902	.001*

$p < .05$

not assume responsibility. The comparisons identified Curriculum and Instruction as a category of a significant difference between male superintendents and female superintendents.

It is concluded that the null hypothesis that there are no significant differences between categories of leadership that male superintendents and female superintendents identify as ones for which they should or should not assume responsibility was rejected.

T-tests for independent samples were also administered to determine if there was a significant difference between what responsibility superintendents, by gender, believe they should or should not be performing for individual issues. Table 35 depicts those issues, showing a significant level for each category. Two categories showed no issues of conflict between the two groups, with Employee and Pupil Services showing one area of disagreement.

The category of Curriculum and Instruction showed the most discrepancy with female superintendents believing they should have more responsibility on the particular issues than

Table 35. Superintendent responses on How It Ought To Be according to gender on individual issues

Category	Issue	Mean difference	t-score	Significance level
OASS	None			
EPS	Evaluating building principals	-.1694	-3.573	.001*
BFM	None			
CI	12. Establishing a new activity	-.9336	-2.767	.006*
	40. Facilitating the development of multiple assessment	-.3051	-2.231	.038*
	50. Delineating the grade organization of the school system.	-.7916	-2.267	.025

\*p < .05

their male colleagues. It can be concluded that the null hypothesis that there are no issues or categories of leadership where superintendents, based on gender, differ on their identification as ones they should and should not assume is accepted for overall categories and rejected for issues of leadership.

### Hypothesis 7

Null hypothesis 7 stated that there are no issues or categories of leadership where school board members from different sized communities differ on their identification as ones for which they should or should not assume responsibility.

The inferential statistical tests of significance used to determine whether the differences between sample means reflect community size differences were the one-way analysis of variance (ANOVA) and Scheffe Multiple Comparison Tests.

Table 36. School board members' categorical responses on How It Ought To Be according to community size

Category	F-score	Significance level
OASS	1.444	.221
EPS	5.040	.001*
BFM	1.452	.219
CI	.694	.597

$p < .05$

Table 36 provides information concerning school board members' responses according to the size of the community they represent. According to the data, the category of Employee and Pupil Services (EPS) is the only category that shows a significant difference less than .05. The multiple comparison of school board members representing school districts with an enrollment of 250-399 disagree with those representing more than 1000 students on the basis of who should maintain the responsibility for Employee and Pupil Services. The school board members from the smaller schools believe they should have more responsibility in this category than do the members from the schools of 1000 or more. School community size does not affect the perception of school board members in the other three categories.

Examination of Table 37 indicates that in the category of Organization and Administration of School Systems (OASS) three issues, one meeting the Test of Homogeneity of Variance, showed a significant difference when community sizes are compared on the basis of the perception of who should hold the responsibility for the respective issues. No multiple comparisons showed a significant difference in Organization and Administration of School Systems.

Table 37. School board members' responses according to community size on How It Ought To Be

Category	Issue	F-score	Significance level
OASS	6. Planning orientation for new school board members	2.799	.006
	7. Determining what items will be included on board agenda	2.755	.029
	29. Allowing a facilities usage request	2.766	.029*
EPS	5. Negotiating for school system	3.880	.005*
	8. Selecting a principal	7.035	.000*
	14. Assigning a teacher department chair	5.560	.000
	18. Selecting an athletic coach	4.232	.003
	26. Changing the assignment of a employed teacher	2.447	.048*
	49. Transferring a student from one school to another within the system	2.791	.028*
	10. Authorizing the purchase of student desks from budgeted funds	2.441	.048*

\*Meets the Test of Homogeneity of Variance

The category of Employee and Pupil Services (EPS) showed the most disagreement according to community size and who should hold the responsibility for individual issues. Six areas, with four meeting the Test of Homogeneity of Variance, showed a significant difference of less than .05. School board members representing communities with fewer than 1000 people disagreed with school board members in communities of 10,000 or more on who assigns teachers to be department chairpersons and who should select athletic coaches. In both cases, school board members in the smaller communities believe they should have more

control over each issue. School board members representing communities of fewer than 1000 also disagreed with school board members in community sizes of 1001-2500 and 2501-10,000 in the area of assigning a teacher to be department chairperson.

School board members representing communities with 1001-2500 people disagreed with school board members in communities with more than 10,000 on who should negotiate for the school district and who should select a principal. In both cases the school board members from communities of 1001-2500 believe they should carry more responsibility than superintendents in the larger school districts.

One significantly different issue appeared in Business and Financial Management (BFM) and no significant variance were found in the category of Curriculum and Instruction (CI).

It is concluded from Tables 36 and 37 that the null hypothesis that there are no issues or categories of leadership where school board members from different sized communities differ on their identification as ones they should and should not assume is rejected.

### **Hypothesis 8**

Null hypothesis 8 states there are no significant differences between issues or categories of leadership where school board members from different sized school districts differ on their identification as ones for which they should and should not assume responsibility.

The inferential statistical tests of significance used to determine whether the differences between sample means reflect school district size differences for school board

Table 38. School board responses on How It Ought To Be according to school district size

Category	F-score	Significance level
OASS	.451	.772
EPS	7.349	.000*
BFM	1.548	.190
CI	.552	.698

\*p < .05

members were the one-way analysis of variance (ANOVA) and Scheffe Multiple Comparison Test.

Table 38 provides information concerning the comparison of school board responses based on the size of the district they represent. According to the data, the category of Employee and Pupil Services (EPS) is the only category that shows a significant difference. School district size does not affect the perception of school board members in the other three categories.

Specific areas of difference can be found with school board members representing school districts of 400-599 and those representing more than 1000. In this instance the school board members representing the smaller school districts feel they should have more responsibility in the category of Employee and Pupil Services (EPS).

School board members representing school districts of 400 to 599 (.045) and 600-999 disagree with those school board members representing school districts more than 10,000 (.000) in the category of Employee and Pupil Services (EPS) for how it ideally should be.

Table 39 illustrates the significantly different responses of school board members according to school district size. In the category of Organization of Administration of School

Table 39. School board members' responses on individual issues according to school district size on How It Ought To Be

Category	Issue	F-score	Significance level
OASS	6. Planning orientation for new school board members	2.695	.032
	13. Appointing people to serve on citizen's advisory committee	2.513	.043*
	29. Allowing facilities request	2.494	.045*
	41. Reviewing discipline procedures used by building principals	2.968	.021
EPS	5. Negotiating for school system	5.242	.001*
	8. Selecting a principal	6.277	.000
	18. Selecting athletic coaches	4.878	.001*
	23. Establishing an evaluation program for certified and noncertified staff	2.613	.037*
	26. Changing the assignment of an employed teacher	3.078	.017*
	36. Ruling on a challenge by a parent concerning a teacher's grading scale	3.771	.006*
	49. Transferring a student from one school to another within the system	3.392	.011*
BFM	10. Authorizing the purchase of student desks from budgeted funds	4.494	.002*
	17. Deciding in which financial institution to deposit school funds	2.528	.042*
CI	None		

\*Meets the Test of Homogeneity of Variance

Systems there are four issues, with two meeting the Test of Homogeneity of Variance, showing a significant difference of .05. Of the four issues showing a significant difference, none are significant for 95% simultaneous confidence. However, when examining multiple comparisons of perceptions of individual classification of school districts sizes compared to each other, only one issue produced a significant difference. School board members of school



districts having 400-599 students disagreed with members from school districts having an enrollment of over 1000 students on the issue of reviewing discipline procedures used by building administrators (.035). Those members in the smaller enrollment districts believe they should have more responsibility on reviewing discipline procedures than do members of the larger districts.

In the category of Employee and Pupil Services (EPS) there were seven issues, with six meeting the Test of Homogeneity of Variance, showing a significant difference of .05. Of the seven issues showing a significant difference, three are significant for 95% simultaneous confidence. School board members representing school districts of 400-599 disagree with school board members in districts of more than 1000 on the issues of who is responsible for negotiating for the school district (.034). Those school board members representing the smaller school districts believe they should assume more of the responsibility in this area than do school board members of the larger districts.

School board members representing school districts with 250-399, 400-599, and 600-999 enrollment were in disagreement with school board members representing more than 1000 students on the issue of selecting a principal with significance levels of .050, .002, and .005 respectively. School board members in school districts of 1000 or more students believe that selecting a principal is the responsibility of the superintendent while the school board members in the smaller districts want more of this responsibility.

The issues of selecting athletic coaches (.003), changing the assignment of an employed teacher (.018), ruling on a challenge by a parent concerning a teacher's grading scale (.013), and transferring a student from one school to another within the system (.029) all show a significance level of less than .05 in differences between school size

classifications of 400-599 and more than 1000 students. With exception of transferring students, school board members in smaller districts believe they should hold more responsibility on these issues than do those members in the larger districts. School board members of 400-599 students are willing to give superintendents more of the responsibility in transferring students than are those school board members in school districts with 1000 or more students.

School districts' school board members with over 600 students are in conflict with those school board members representing 250-399 students in the area of evaluating principals. School board members in the smaller district believe they should have more responsibility than do those from the larger school in evaluating principals.

The category Business and Financial Management (BFM) had two issues that showed an overall significant difference of less than .05 based on school district size. Of the two issues showing a significant difference, one is significant for 95% simultaneous confidence. One multiple comparison of classified enrollment groups showed a significant difference. School board members representing 400-599 students disagree with those representing 600-699 on the issue of authorizing the purchase of student desks from budgeted funds (.008). Those members with enrollments of 400-599 believe they once again should have more responsibility than do those school board members of the larger-enrollment districts.

Analyzing the aforementioned data, it is evident that the null hypothesis that there are no significant differences between issues or categories of leadership where school board members from different size school districts differ on their identification as ones for which they should and should not assume responsibility is rejected. It can also be concluded that

board members from smaller schools want more responsibility than do their colleagues in larger districts.

### **Hypothesis 9**

Null hypothesis 9 states that there are no issues or categories of leadership where superintendents from communities of difference sizes differ on their identification as ones they should and should not assume.

The inferential statistical tests of significance used to determine whether the differences between sample means reflect community size differences were one-way analysis of variance (ANOVA) and Scheffe Multiple Comparison Test.

Table 40 provides information concerning the categorical comparison of superintendent responses based on the size of the community they represent. According to the data, the category of Employee and Pupil Services (EPS) is the only category that shows a significant difference of less than .05. Community size does not affect the perception of superintendents in the other three categories.

Multiple comparisons between superintendent classifications according to community size produced one issue with a significant difference. Superintendents working in communities of 2501-5000 people showed disagreement with those superintendents in communities of more than 10,000 in the category of Employee and Pupil Services (.045).

Superintendents in the smaller of the two communities were more willing to give school board more responsibility in this category than are those superintendents in the larger communities.

Table 40. Superintendents' responses on How It Ought To Be according to community size

Category	F-score	Significance level
OASS	2.109	.083
EPS	2.848	.026*
BFM	.353	.841
CI	1.860	.121

\*p < .05

Inspection of Table 41 indicated that in the category of Organization and Administration of School Systems (OASS) four issues, two meeting the Test of Homogeneity of Variance, showed a significant difference in the perception of superintendents from various sized communities is compared on the basis of who should ideally hold the responsibility for the respective issues. Of the two issues showing a significant difference, none are significant for 95% simultaneous confidence. Superintendents employed by communities of 1000 to 2500 people showed a significant difference from those superintendents working in communities over 10,000 in the area of determining what items will be included on board agenda. The superintendents who are employed in the larger communities believe school board members should have a larger responsibility in placing items on the board agenda than do those working in the smaller sized community.

The category of Employee and Pupil Services (EPS) also showed disparity according to community size and who ideally should hold the responsibility for individual issues according to superintendents. Four areas, with two meeting the Test of Homogeneity of Variance, showed a significant difference of less than .05. Of the four issues showing a

Table 41. Superintendents' responses according to community size on How It Ought To Be

Category	Issue	F-score	Significance level
OASS	6. Planning orientation for new school board members	2.816	.028*
	7. Determining what items will be included on board agenda	2.976	.022
	30. Representing needs of the school before authorities	2.827	.027
	47. Holding public board meetings	2.484	.047*
EPS	5. Negotiating for school district	4.200	.003*
	8. Selecting a principal	3.249	.014*
	18. Selecting an athletic coach	2.948	.023
	37. Evaluating principles	2.583	.040
BFM	None		
CI	None		

\*Meets the Test of Homogeneity of Variance

significant difference, one is significant for 95% simultaneous confidence. Superintendents employed by communities with fewer than 5000 people disagreed with superintendents of 10,000 on who should negotiate for the school district. Superintendents in the smaller communities believe school boards should have a more active responsibility in the issue than larger community superintendents believe they should have.

Superintendents employed by communities of fewer than 1000 and those from 2500-5000 also disagree with superintendents in communities of more than 10,000 people in the areas of selecting principals and selecting athletic coaches. In both situations, superintendents in smaller communities give more responsibility to school board members than do larger community superintendents.

No significantly different issues appear in either of the categories of Business and Financial Management (BFM) and Curriculum and Instruction (CI).

It is concluded from Tables 40 and 41 that the null hypothesis that there are no issues or categories of leadership where superintendents from different sized communities differ on their identification as ones they should and should not assume is rejected. It also can be concluded that superintendents representing small communities are more willing to give up responsibility to school board members than are larger community superintendents.

### **Hypothesis 10**

Null hypothesis 10 states there are no issues or categories of leadership where superintendents from different sized school districts differ on their identification as ones they should and should not assume.

The inferential statistical tests of significance used to determine whether the differences between sample means reflect school district size differences were the one-way analysis of variance (ANOVA) and Scheffe Multiple Comparison Test.

Table 42 summarizes the responses of superintendents according to school district size within the categories. According to the data, no category showed a significant difference less than .05. However, seven issues produced significant differences, with two meeting the Test of Homogeneity of Variance, which are displayed in Table 43. Of the eight issues showing a significant difference, one is significant for 95% simultaneous confidence within their respective categories.

Multiple comparisons between superintendents' perceptions of who should and who should not hold responsibility according to school district size exhibited three disagreement areas among the different classifications. Superintendents who are employed by school

Table 42. Superintendent categorical responses on How It Ought To Be according to school district size

Category	F-score	Significance level
	How It Ought To Be	How It Ought To Be
OASS	1.487	.210
EPS	2.026	.094
BFM	1.405	.236
CI	.708	.588

\*p &lt; .05

Table 43. Superintendent responses on individual issues according to school district size on How It Ought To Be

Category	Issue	F-score	Significance level
OASS	7. Determining what items will be included on board agenda	4.139	.003
EPS	5. Negotiating for school system	3.814	.006
	8. Selecting a principal	3.202	.015
	18. Selecting an athletic coach	3.847	.005*
BFM	11. Awarding soft drink distributor a contract to be the official drink of the school	2.863	.026*
	21. Approving the annual budget to be implemented for the following school year	2.573	.041
	31. Investing money into CD's or treasury bills	3.495	.010
CI	None		

\*Meets the Test of Homogeneity of Variance

district with 250-399 students disagree with superintendents of districts of 1000 or more students on who is responsible for negotiating for school systems (.019) and determining what items will be included on the board agenda (.038).

Superintendents in districts of 250-399 believe they should have more responsibility in negotiating for school districts and less responsibility in determining what items are placed on the board agenda.

Selecting athletic coaches (.027) is the only other issue showing a significant difference of less than .05, when comparing superintendent perceptions according to school district size. Superintendents in districts of less than 250 believe the responsibility for this issue lies with school board members, whereas those superintendents in schools with more than 1000 students believe this is their responsibility.

It is concluded from Tables 42 and 43 that the null hypothesis that there are no issues or categories of leadership where school board members from different sized communities differ on their identification as ones they should and should not assume is accepted for the leadership categories and rejected for leadership issues.

### **Hypothesis 11**

Null hypothesis 11 states there is no significant differences between issues or categories of leadership in which school board members with different levels of education differ in their identification of ones for which they should and should not assume responsibility.

The inferential statistical tests of significance used to determine whether the differences between sample means reflect different levels of education differences were the one-way analysis of variance (ANOVA) and Scheffe Multiple Comparison Test.



Tables 44 and 45 summarize the responses of school board members according to education within categories and on individual issues. According to the data, no category showed a significant difference less than .05. However, nine issues produced significant differences, with five meeting the Test of Homogeneity of Variance. Of the nine issues showing a significant difference, two are significant for 95% simultaneous confidence within their respective categories.

Multiple comparisons between school board members' perceptions of who should and who should not hold responsibility according to the members' level of education exhibited five areas of disagreement among the different classifications. School board members with some college/AA Degree and those school board members with a Bachelor of Arts Degree differ on the issue of who should authorize the purchase of student desks from budgeted funds (.029). School board members with some college/AA Degree believe they should have more responsibility in changing these assignments than those with the higher level of education.

School board members with high school or less education are in significant disagreement (.000) with those who have a graduate level education on the issue of determining bus routes. Those school board members with high school or less education are more likely to let the superintendent be responsible for this issue, while those with a graduate level education think they should assume this responsibility.

It is concluded from Tables 44 and 45 that the null hypothesis that there are no issues or categories of leadership where school board members with different levels of education differ on their identification as ones they should and should not assume is accepted for the

Table 44. School board responses on How It Ought To Be according to education level

Category	F-score	Significance level
	How It Ought To Be	How It Ought To Be
OASS	.795	.498
EPS	2.429	.067
BFM	.601	.615
CI	.905	.440

\*p &lt; .05

Table 45. School board responses on individual issues on How It Ought To Be according to education level

Category	Issue	F-score	Significance level
OASS	43. Authorizing a pre-kindergarten program	3.007	.032*
	44. Determining bus routes	7.264	.000
EPS	14. Assigning a teacher department chairperson	5.588	.001
	18. Selecting an athletic coach	3.799	.011*
	26. Changing the assignment of an employed teacher	4.045	.008*
BFM	10. Authorizing the purchase of student desks from budgeted funds	3.747	.012*
	42. Determining to run a bond issue	3.681	.013
	45. Reviewing the annual budget	2.685	.048
CI	40. Facilitating the development of multiple assessment	3.713	.013*

\*Meets the Test of Homogeneity of Variance

leadership categories and rejected for leadership issues. Multiple comparisons showed mixed conclusions on the balance of responsibility between classifications. It appears that school board members with more education want more responsibility.

### **Hypothesis 12**

Null hypothesis 12 states there are no significant differences between issues or categories of leadership where superintendents with different levels of education, differ in their identification as ones for which they should and should not assume responsibility.

The inferential statistical tests of significance used to determine whether the differences between sample means reflect the differences of level of education of superintendents were the one-way analysis of variance (ANOVA) and Scheffe Multiple Comparison Test.

Tables 46 and 47 summarize the responses of superintendents according to education within the categories and on individual issues. According to the data, one category showed a significant difference less than .05. Of the five issues showing a significant difference, one is significant for 95% simultaneous confidence within its respective category. Five issues produced significant differences, with three meeting the Test of Homogeneity of Variance. No multiple comparisons showed a significant difference among different classifications within the demographic data of superintendent educational level.

The null hypothesis that there are no significant differences between issues or categories of leadership where superintendents with different levels of education differ in their identification as ones for which they should and should not assume responsibility is rejected.

Table 46. Superintendent responses on How It Ought To Be according to education level

Category	F-score	Significance level
OASS	.703	.403
EPS	.7084	.009*
BFM	.058	.811
CI	.201	.655

\*p &lt; .05

Table 47. Superintendent responses on individual issues on How It Ought To Be according to education level

Category	Issue	F-score	Significance level
OASS	7. Determining what items will be included on board agenda	4.855	.029*
EPS	5. Negotiating for school system	9.345	.003*
	18. Selecting athletic coaches	6.970	.009
BFM	31. Investing money into CD's or treasury bills	4.359	.039*
	49. Transferring a student from one school to another within the system	6.636	.011
CI	None		

\*Meets the Test of Homogeneity of Variance

### **Hypothesis 13**

Null hypothesis 13 stated there is no significant differences between issues or categories of leadership where school board members, from different occupational clusters, differ in their identification as ones for which they should and should not assume responsibility.

The inferential statistical tests of significance used to determine whether the differences between sample means reflect school board members differently according to occupational clusters were the one-way analysis of variance (ANOVA) and Scheffe Multiple Comparison Test.

Tables 48 and 49 summarize the responses of school board members according to occupational clusters within the categories and on individual issues. According to the data, no category showed a significant difference less than .05. Of the two issues showing a significant difference, none are significant for 95% simultaneous confidence. Two issues exhibited significant differences, with one meeting the Test of Homogeneity of Variance. There were no significant difference among multiple comparisons of the different classifications within the demographic data, occupational clusters.

The null hypothesis that there are no significant differences between issues or categories of leadership where school board members from different occupational clusters differ in their identification as ones for which they should and should not assume responsibility is accepted for leadership categories but rejected for individual issues.

### **Hypothesis 14**

Null hypothesis 14 states there are no significant differences between issues or categories of leadership where school board members with different levels of experience

Table 48. School board member responses on How It Ought To Be according to occupational clusters

Category	F-score	Significance level
OASS	.613	.785
EPS	.659	.745
BFM	.770	.645
CI	1.025	.422

$p < .05$

Table 49. School board member responses on individual issues on How It Ought To Be according to occupational clusters

Category	Issue	F-score	Significance level
OASS	6. Planning orientation for new school board members	2.30	.022*
EPS	None		
BFM	45. Reviewing the annual budget	1.978	.044
CI	None		

\*Meets the Test of Homogeneity of Variance

differ in their identification as ones for which they should and should not assume responsibility.

The inferential statistical tests of significance used to determine whether the differences between sample means reflect school board members differences were the one-way analysis of variance (ANOVA) and Scheffe Multiple Comparison Test.

No significant differences were found within leadership categories and issues. Multiple comparisons also found no significant differences among the different levels of school board experience.

The null hypothesis that there are no significant differences between issues or categories of leadership where school board members from different levels of board experience differ in their identification as ones for which they should and should not assume responsibility is accepted for leadership categories and individual issues.

### **Hypothesis 15**

Null hypothesis 15 states there are no significant differences between issues or categories of leadership where superintendents, with different levels of superintendent experience, differ in their identification as ones for which they should and should not assume responsibility.

The inferential statistical tests of significance used to determine whether the differences between sample means reflect superintendent differences were the one-way analysis of variance (ANOVA) and Scheffe Multiple Comparison Test.

Tables 50 and 51 summarize the responses of superintendents according to level of experience for leadership categories and individual issues. According to the data, two categories showed a significant difference less than .05. Nine issues produced significant differences, with six meeting the Test of Homogeneity of Variance. Of the nine issues showing a significant difference, two are significant for 95% simultaneous confidence within their respective categories.

Table 50. Superintendent responses on How It Ought To Be according to experience level

Category	F-score	Significance level
OASS	6.372	.000*
EPS	1.160	.331
BFM	.981	.420
CI	5.205	.001*

p < .05

Table 51. Superintendent responses on individual issues on How It Ought To Be according to experience level

Category	Issue	F-score	Significance level
OASS	16. Establishing an attendance policy	3.038	.020*
	22. Developing a clear chain of command	3.853	.005*
	38. Designing a new elementary	3.346	.012
	47. Holding public board meetings	3.836	.006
EPS	23. Establishing evaluation program for certified and noncertified staff	2.630	.037*
BFM	31. Investing money into CD's or treasury bills	4.604	.002
CI	12. Establishing a new activity	2.547	.042*
	48. Ensuring that a quality guidance program is implemented	2.838	.027*
	50. Delineating the grade organization of the school system	4.672	.001*

\*Meets the Test of Homogeneity of Variance



Multiple comparisons between superintendents' perceptions of who should and who should not hold responsibility according to superintendent experience exhibited three areas of disagreement. Superintendents who have 0-3 years of experience are in disagreement with those superintendents who have served 8-11 years on the issue of investing money into CD's or treasury bills (.003). Superintendents with less experience believe they should have more responsibility than do those with 8-11 years of experience.

Delineating the grade organization of the school system caused dissention between superintendents with 0-3 years of experience and those with those superintendents who have 12-15 years and over 15 years of experience (.023 and .007). In both cases superintendents with more experience show a significant belief that they are responsible for this responsibility.

The null hypothesis there are no significant differences between issues or categories of leadership where superintendents with different levels of experience differ in their identification as ones for which they should and should not assume responsibility is rejected for leadership categories and for individual issues.

### **Summary**

Chapter IV reported the data supplied by 327 respondents to a 50-item questionnaire. This chapter presented description of the demographic characteristics of school board members and superintendent respondents. Included in those descriptions were State of Iowa indicators for comparison. Also included in Chapter IV were reports of the findings with respect to each research hypothesis. The method of analysis and summary of the findings described by category, first, and important issues, second, was the arrangement used in reporting the findings.

## **CHAPTER V. SUMMARY, CONCLUSIONS, LIMITATIONS, DISCUSSION, AND RECOMMENDATIONS**

This chapter consists of five parts labeled as the Summary of the study, Conclusions of the study, Limitations of the study, Reflections on the study, and Recommendations. In the Summary of the study section, the study's purpose and methodology are discussed along with restatement of each hypothesis and the findings according to the results of the tests performed. Significant observations generated by analysis of the data are described in the Conclusions of the study section. The Limitations of the study section will discuss conditions that were imposed by the design of this study. Included in the Implications on the study section are elements of the literature review as a summation to the study. Additional studies, which would enhance the understanding of school board/superintendent relationships, will be listed in the Recommendation section.

### **Summary**

The primary purpose of this investigation was to explore the understanding or lack of understanding of school board members and superintendents in the State of Iowa concerning who currently holds leadership responsibilities in specific areas. Secondly, it was to explore the understanding or lack of understanding of school board members and superintendents in the State of Iowa concerning who should assume leadership responsibilities in specific areas of leadership. The major goal was to establish the current perception of responsibilities about selected duties within the school organization and provide data about superintendents' and board members' philosophies in regard to leadership responsibilities in Iowa schools.

School board members' and superintendents' perception data were collected with a 50-item questionnaire, developed by the researcher and validated by a convenience sample of Iowa school board members, superintendents and Professors of Educational Administration.

Questionnaires were sent to 566 members of local school boards (364) in Iowa or superintendents (192) of school systems within the state. Board members exhibited a 53.8% return. The total superintendent return was 71.3%.

Consistent with the statistical analysis discussed in Chapter III, treatment of the data was undertaken using the Statistical Package for the Social Sciences (SPSS). Descriptive statistics (percentages, mean, frequency distribution, etc.) were used to analyze Part 1 and Part 2 of the instrument. In addition to descriptive statistics, paired t-tests, Scheffe Multiple Comparison Tests and one-way analyses of variances were calculated to test the hypothesis. A .05 level of significance was utilized to test the null hypothesis.

The study identified the relationship between school board members and superintendents on "How It Is" (actual) and "How It Ought To Be" (ideal) in relation to responsibilities of school leadership. The detailed findings, which resulted from the hypothesis testing, were presented in the preceding chapter. This summary restates each of the research hypotheses and presents the findings to them according to the results of the tests of those hypotheses.

Null Hypothesis 1 stated there are no significant differences between the issues or categories of leadership that school board members identify as ones for which they do assume responsibility and ones for which they should assume responsibility. This hypothesis was designed to determine if school board members believed the responsibilities they currently are performing are the same as those they should be doing. The null hypothesis for

categories was rejected, due to each having a t-score showing a 2-tail probability of .001. The null hypothesis was also rejected for leadership issues as 26 individual issues within the four categories showed a 2-tail probability of less than .05. Organization and Administration of School Systems (12) and Employee and Pupil Personnel Services (9) showed the most issues with significant differences. Curriculum and Instruction (6) and Business and Financial Management (5) showed fewer occurrences. This indicates that there is disagreement within the perceptions of school board members about what they are doing and what they feel they should be doing.

Null Hypothesis 2 stated there are no significant differences between the issues or categories of leadership that superintendents identify as ones for which they do assume responsibility and ones for which they should assume responsibility. This hypothesis was designed to determine if superintendents believed the responsibilities they currently are performing are the same as those they should be doing. The null hypothesis for categories was rejected due to two categories, Organization and Administration of School Service and Business and Financial Management, having a t-score showing a 2-tail probability of less than .05. The null hypothesis was also rejected for leadership issues as twelve individual issues within the four categories showed a 2-tail probability of less than .05. Organization and Administration of School Services had seven issues showing a significant difference while the other categories had only one each. These data indicate that there is contention within the perceptions of superintendents about what they are doing and what they feel they should be doing.

Null Hypothesis 3 stated that there are no significant differences between issues or categories of leadership on which school board members and superintendents differ in their

identification as ones on which each group does assume responsibility. This hypothesis was designed to determine if school board members and superintendents agree on which responsibilities each is currently fulfilling. The null hypothesis for categories remains tenable because there were no groups showing a significant difference of less than .05. The null hypothesis was rejected for leadership issues as 25 individual issues within the four categories showed a 2-tail probability of less than .05. Organization and Administration of School Services had the greatest number of significantly different issues (7) with the other categories having six each. The data indicates the two groups agree on who is currently fulfilling the general responsibility designated by the categories. However, there is much disagreement within the perceptions of the two groups on certain issues within the categories.

Null Hypothesis 4 stated that there are no significant differences between issues or categories of leadership over which school board members and superintendents differ in their identification as ones on which each group should assume responsibility. This hypothesis was designed to determine if school board members and superintendents agree on which responsibilities each should fulfill. The null hypothesis was rejected because three categories showed a 2-tail probability of less than .05. School board members and superintendents believe that Curriculum and Instruction (CI) is a shared responsibility. All other categories show school board members believing they should have more responsibility. The null hypothesis was rejected for leadership issues as 25 individual issues within the four categories showed a 2-tail probability of less than .05. Organization and Administration of School Systems and Business and Financial Management had the most issues (8) showing a significant difference while Employee and Pupil Personnel Services and Curriculum and

Instruction each have six issues. It can be concluded that there is a great deal of disagreement between the two groups about who should be responsible for individual leadership issues.

Null Hypothesis 5 states that there are no significant differences between issues or categories of leadership on which male school board members and female school board members differ on their identification as ones on which they should and should not assume responsibility. This null hypothesis was designed to determine if gender shows an association in the perception of school board members concerning leadership categories and issues. The null hypothesis for categories was not rejected as no category displayed a 2-tail probability of less than .05. The null hypothesis was rejected for leadership issues as six individual issues within the four categories showed a significant difference. The categories of Organization and Administration of School Systems Employee and Business and Financial Management showed the most significant differences (2) while Employee and Pupil Services and Curriculum Instruction each had one issue depicting a significant difference. It is concluded that there is less than overwhelming support that the gender of school board members affects perceptions of responsibilities.

Null Hypothesis 6 stated that there are no significant differences between issues or categories of leadership on which male superintendents and female superintendents differ on their identification as one for which they should or should not assume responsibility. This null hypothesis was designed to determine if gender shows an association in the perception of superintendents concerning leadership categories and issues. The null hypothesis for categories was not rejected as no category displayed a 2-tail probability of less than .05. The null hypothesis was rejected for leadership issues as four individual issues within the four categories showed a significant difference. Curriculum and Instruction had three issues

establishing a significant difference where female superintendents believe they should have more responsibility than do their male counterparts. It can be concluded that gender shows some association in perceptions of individual leadership issues.

Null Hypothesis 7 stated that there are no significant differences between issues or categories of leadership on which school board members from different sized communities differ on their identification as ones for which they should and should not assume responsibility. This null hypothesis was designed to determine if community size makes a difference in the perception of school board members. The null hypothesis for categories was rejected. The category of Employee and Pupil Services showed a 2-tail probability of less than .05. However, community size does not affect the perception of school board members in the other three categories. The Scheffe Multiple Comparison Test showed one significant difference. The null hypothesis was rejected for leadership issues as ten individual issues within the four categories showed a 2-tail probability of less than .05. The category of Employee and Pupil Management showed the most significant differences (6), while Organization and Administration of School Systems, Business and Financial Management, and Curriculum Instruction had three, one, and none, respectively. Multiple comparisons showed that each of the four smaller classifications of community size (less than 1000, 1001-2500, 2501-5000, and 5001-10,000) have one or more significant differences with school board members of communities representing more than 10,000 people within the four categories. It is concluded that there is little evidence that school board members from different sized communities view their responsibilities differently.

Null Hypothesis 8 stated there are no significant differences between issues or categories of leadership where school board members from different sized school districts

differ in their identification as ones for which they should and should not assume responsibility. This null hypothesis was designed to determine if school district size makes a difference on the perception of school board members. The null hypothesis for categories was rejected. School district size does not affect the perception of school board members in the categories of Organization of School Systems, Business and Financial Management, and Curriculum Instruction, but the category of Employee and Pupil Services showed a 2-tail probability of less than .05. The null hypothesis was rejected for leadership issues as nine individual issues within the four categories showed a 2-tail probability of less than .05. Three categories showed significant differences on individual issues. Employee and Pupil Management (5), Organization and Administration of School Systems (4), and Business and Financial Management (2) all showed issues with a probability of less than .05.

Multiple comparisons showed the greatest dissatisfaction within the category of Employee and Pupil Services. Smaller classifications of school district size have one or more significant differences with school board members of communities of more than 10,000 people. In almost every situation, smaller school superintendents believe they should have more responsibility.

Other categories also showed issues with disparities among classification. In all but one situation, small district school board members want to play a larger association. It is concluded that there is disagreement among school board members according to school district size and school board members in smaller school districts believe they should have more responsibility in many areas.

Null Hypothesis 9 stated there are no significant differences between issues or categories of leadership where superintendents from different sized communities differ on



their identification as ones for which they should and should not assume responsibility. This null hypothesis was designed to determine if community size makes a difference on the perception of superintendents. The null hypothesis for categories was rejected. The category of Employee and Pupil Services showed a two-tailed probability of less than .05. Community size does not affect the perception of superintendents in the other three categories. Only one multiple comparison among classification of community size showed a disagreement. The null hypothesis was rejected for leadership issues as eight individual issues within the four categories showed a 2-tail probability of less than .05. The categories of Organization and Administration of School Systems and Employee and Pupil Management each showed four issues of significant difference. Superintendents in the smaller communities believe school boards should have a more active responsibility on all but one issue than do larger community superintendents. It is concluded that there are several discrepancies between superintendents according to community size.

Null Hypothesis 10 stated there are no significant differences between issues or categories of leadership where superintendents from different sized school districts differ on their identification as ones for which they should and should not assume responsibility. This null hypothesis was designed to determine if school district size makes a difference in the perception of superintendents. The null hypothesis for categories was not rejected. No category showed a 2-tailed probability of less than .05. The null hypothesis was rejected for leadership issues as seven individual issues within the four categories showed a significant difference. Each of the small school classifications showed a significant disagreement with a larger grouping. It is concluded that there is disparity between superintendents according to community size.

Null Hypothesis 11 stated that there are no significant differences between issues or categories of leadership on which school board members with different levels of education differ in their identification as ones for which they should and should not assume responsibility. This null hypothesis was designed to determine if different levels of education make a difference on the perceptions of school board members. The null hypothesis for categories was not rejected. No category showed a 2-tailed probability of less than .05. The null hypothesis was rejected for leadership issues as nine individual issues within the four categories showed a significant difference. The multiple comparisons illustrated that those with more education believe they should have more responsibility in personnel matters. It can be concluded that school board members' educational level does not make a major difference in the overall categories of school leadership. However, there is disagreement on many individual issues.

Null Hypothesis 12 stated that there are no significant differences between issues or categories of leadership on which superintendents with different levels of education differ on their identification as ones for which they should and should not assume responsibility. This null hypothesis was designed to determine if different levels of education make a difference in the perception of superintendents. The null hypothesis for categories was rejected. The Category of Employee and Pupil Management showed the only significant difference among superintendents' level of education. The null hypothesis was rejected for leadership issues as five individual issues within the four categories showed a significant difference. There were no significant differences among multiple comparisons between different classifications within demographic data, superintendent educational level. It can be concluded that there is some inconsistency of superintendent perceptions among educational levels on certain issues.

Null Hypothesis 13 stated there are no significant differences between issues or categories of leadership in which school board members from different occupational clusters differ on their identification as ones for which they should and should not assume responsibility. This null hypothesis was designed to determine if school board members working within different occupational clusters reveal a difference on how they view leadership issues. The null hypothesis for categories was not rejected. No category showed a 2-tailed probability of less than .05. The null hypothesis was rejected for leadership issues as two individual issues within the four categories showed a significant difference. It can be concluded that occupations have little effect on the perceptions of school board members.

Null Hypothesis 14 stated that there are no significant differences between issues or categories of leadership in which school board members with different levels of board experience differ on their identification as ones for which they should and should not assume responsibility. This null hypothesis was designed to determine that school board members' experience makes a difference in the perceptions of school board members. The null hypothesis for categories and issues of leadership was not rejected for leadership categories and individual issues. It can be concluded that different levels of school board experience does not affect their perceptions.

Null Hypothesis 15 stated that there are no significant differences between issues or categories of leadership in which superintendents with different levels of superintendency experience differ on their identification as ones for which they should and should not assume responsibility. This null hypothesis was designed to determine if superintendent experience makes a difference in the perception of school board members. The null hypothesis for categories was rejected. The categories of Organization and Administration of School

Systems and Curriculum and Instruction showed significant differences among superintendents with varying levels of experience. The null hypothesis was rejected for leadership issues as nine individual issues within the four categories showed a significant difference. Every category included at least one issue that showed disunity among superintendents' different levels of experience. Organization and Administration of School Systems (4) and Curriculum and Instruction (3) had the most significant issues. Multiple comparisons that superintendents' in-groups of varying experience have inconsistencies. In most of the areas of dispute, superintendents with more experience believe they should be responsible. It can be concluded that there is evidence that superintendents with different levels of experience are in conflict.

### **Conclusions**

For the purpose of this study, arbitrary percentages were identified to show the degree to which a particular demographic characteristic shows an association in the thinking of school board members and superintendents. The percentage of issues in each category showing a significant difference will determine this degree. Those percentages exhibiting a super majority of 60% or higher were labeled as showing a major association on perceptions. those 40-59% were labeled as showing a large association, 25-39% small association, and 24% and under shows an irrelevant association.

Based on these data the following are conclusions of this study:

1. School board members do not believe they are currently fulfilling the responsibilities they should be performing. In all four categories, school board members believe they, not superintendents, should be more responsible than they currently are.

2. Superintendents in the State of Iowa do not believe they are fulfilling the responsibilities they should be performing in two categories. Superintendents believe school board members should take more responsibility in the issues within the category of Organization and Administration of School Systems while believing they (superintendents) should have more responsibility in Business and Financial Management.
3. School board members and superintendents agree on their identification of responsibilities each currently assume within the overall categories. The two parties showed significant disagreements on individual issues within each category.
4. School board members and superintendents do not agree on responsibilities that each group should assume. Significant disagreements between the two groups are found in Organization and Administration of School Systems, Employee and Pupil Services, and Business and Financial Management.
5. The gender of school board members does not play a significant association (12%) in their perceptions of leadership categories in the ideal situation. However, those issues that do show a significant difference demonstrate that female board members believe they should have more responsibility on the respective issues.
6. Superintendents' gender shows a small association on their perceptions of leadership in the ideal situation within the category of Curriculum and Instruction where 33% of the issues show disagreement. Those issues that exhibit a significant difference establish that females believe they should have more responsibility in the category.
7. School board members' community size shows a small association in determining the perception of responsibility among overall categories within the ideal situation. However, community size shows a large association (46%) in the category of Employee and Pupil

Services. Issues showing significant differences within all categories show school board members in smaller communities want more responsibility.

8. School district size of school board members shows a large association (53%) within the category of Employee and Pupil Personnel Services. School board members in smaller school districts would like more responsibility within each overall category.
9. Superintendents' school district size shows a small association (31%) in determining the perception of responsibility within an ideal situation in the category of Employee and Pupil Services. Superintendents employed in schools with smaller enrollments believe they should have more responsibility in individual issues that show significant differences.
10. Superintendents' school district size shows an irrelevant association in their perceptions of leadership categories in the ideal situation. Seven individual issues showed a significant disagreement with all of them showing that smaller school superintendents wanted more responsibility than they are currently exercising.
11. School board members' level of education shows an irrelevant association in their perceptions of leadership categories in the ideal situation.
12. Superintendents' education level shows a small association in determining the perception of responsibility among overall categories within the ideal situation. Education level shows an irrelevant association in the perception of responsibility in leadership issues.
13. School board members' occupation shows an irrelevant association on their perceptions of leadership issue. Only two issues and no categories showed a significant difference.
14. School board members' experience level shows an irrelevant association on their perceptions of leadership categories or issues.

15. Superintendents' experience level shows a large association on their perceptions of leadership categories with both Organization and Administration and Curriculum and Instruction showing a significant difference. Superintendents with more experience believe they should have more responsibilities in the areas showing a significant difference.
16. The paramount conclusion of this study is that school board members and superintendents disagree on almost every aspect of school leadership responsibility. On 66% (31) of the issues in question, school board members disagree with each other on issues for which they do assume responsibility and ones for which they should assume responsibility. Superintendents disagree with each other on issues for which they do assume responsibility and ones for which they should assume responsibility on 24% (12) of the issues in question. School board members and superintendents disagree with each other on who currently holds responsibility in 50% (25) of the issues. They also disagree on who should assume responsibility in 54% (27) of the issues. There is no uniform division of responsibilities among Iowa school board members and superintendents.

### **Limitations**

1. All perceptions of school board members and superintendents accumulated within this study were collected during one school year, preventing the analysis of findings in a longitudinal study beyond that time period.
2. Variables such as training and the present situations of current relationships likely affected both school board members and superintendents perceptions.

### **Implications**

Over the past several decades the debate over responsibilities of school board members and superintendents has continued. Many of those concerns are focused on the board/superintendent relationship and the way the two groups disentangle the leadership responsibilities within the educational organization. Twiford (1986) emphasized this point by stating, "It is imperative that the role of the board and the role of the superintendent be clearly delineated and thoroughly understood by all parties" (p. 3).

There are many organizations and experts within the field of education which have tried to establish the division of leadership issues within school organizations. Studying the relationship between school board members and superintendents can do much to substantiate the understanding or lack of understanding of this division of responsibility. This study provides a tremendous amount of insight into the perceptions of current board members and superintendents on the state of division within the State of Iowa.

The premise behind this study is that there is a true division between the responsibilities of school board members and those responsibilities of the superintendent. This may not be true; in fact, there may not be a right answer. Associations representing both groups, as well as experts in school administration, cannot agree on the appropriate division of responsibilities. This study showed significant disagreement, to the point that there may not ever be a chance for agreement. In many cases there are several structural characteristics at play such as continual tension and lay control, which interfere with defining of responsibilities. Establishing an unified set of responsibilities for each group may not be as important as once thought; maybe the problem lies within the lack of clarity within each individual school board and superintendent in a given district. Perhaps, if the school board



and superintendent could agree on their own individual definition of responsibility disagreement could be avoided.

It was expected that desegregating data of perceptions of school board members and superintendents concerning the division of responsibilities of leadership issues would yield differences in many areas. The first area was within perceptions of school board members. The findings in this study indicate that school board members do not agree on who currently is responsible for many leadership issues as well as who should be responsible for the respective issues. School board members had differences with every category, as well as with 64% of all the issues presented. These findings showed no consistency of beliefs within those members elected as school board members in Iowa.

Superintendents illustrated more unity than did school boards concerning who currently is responsible for leadership issues. Superintendents agreed on all but one-fourth of the issues and half of the categories. These results established more harmony among superintendents concerning who currently is responsible for leadership.

According to the American Association of School Administrators (1980), "It is increasingly important for the board and superintendent to delineate their respective roles" (p. 1). According to the data of this study, school board members and superintendents in Iowa have not established this division successfully. The two groups disagree on who currently holds the responsibility on 50% of the leadership issues in question and 54% of the issues when trying to decide who should assume the responsibility.

It was expected that demographic characteristics would show an association in perceptions of school board members and superintendents. The data of this study indicate that gender shows an association on nine issues, with female school board members believing

they should have more responsibility than their male colleagues. Community size and school district size demonstrates an impact on the perception of school board members, as does education level. Occupation does not have an impact on these perceptions.

Superintendent perceptions show some disagreement when community size and school district size are taken into consideration; however, there is not overwhelming evidence that the two factors play a major association in swaying the perceptions of superintendents. The same is true for superintendents' educational level. Experience of superintendents, although not completely compelling, indicates the most influence on the perceptions of superintendents.

Across the nation there is a good deal of controversy as to what the responsibilities are for members of local school boards and their chief executive officers. The same is true for the State of Iowa. Within a healthy organization, each person, or group of persons, knows his/her duties and responsibilities and accepts them. In a time of needed school improvement, this study suggests that the blurred vision of leadership in school is a reality. Whatever the situation may be, the fact of the matter is that the business of running the schools is so complex that neither board members nor superintendents can afford to allow this relationship to corrode.

### **Recommendations for Practice**

As a result of this investigation, the following recommendations appear warranted:

1. It is imperative school board members and superintendents utilize the results of this study to find ways to break down barriers such as the lack of communication, difference in

values, and contrasting orientations, in order to foster an environment of mutual trust and confidence in building a shared understanding of responsibilities.

2. The data overwhelmingly points to disagreement among those leading the schools in the State of Iowa concerning the responsibilities of school board and superintendents. School leaders within the state, including the director of the Iowa Association of School Boards and School Administrators of Iowa, should utilize these data to establish a foundation or clarification of belief for those they represent on where the division of responsibility should reside.
3. Training programs based on the areas of disagreement presented in the study should be developed and continuously revisited by school board members and superintendents throughout their careers. The training programs should provide a mechanism of conflict management in order to work through disagreements with superintendents. The study also indicated that smaller school district boards want more involvement in the day to day responsibilities than do larger school boards, indicating that there is a need for differential training programs.
4. Universities across the state should develop curricula utilizing the results of this study to help future superintendents understand possible areas of disagreement and conflict.
5. Local school boards and their superintendents should utilize the validated questionnaire as a tool to determine their own areas of responsibility conflict.

### **Recommendations for Further Research**

The findings of this study suggest the following recommendation for future research:

1. This study was limited to those people who were actively performing the responsibilities of members of local school boards and superintendents. Additional research needs to take place that includes professors of educational administration, executive directors of School Administrators of Iowa, and the Iowa Association of School Boards.
2. Because this study illustrated responses from individual superintendents and individual school board members from different school districts, a follow-up study should investigate the perceptions of a superintendent and each of his or her board members towards separation of responsibility. This type of study should look at individual school relationships instead of the overall picture, thus determining if there are disagreements within individual school districts.
3. A longitudinal study that includes perceptions of school board members and superintendents should be collected over a three- to five-year period of time to remove variations that may have resulted from a short, one-year timeframe and to determine if there is a significant difference of perceptions between school board members and superintendents over that period of time.
4. A new study should be designed to compare school districts' level of effectiveness with the degree of understanding of responsibilities among the superintendent and school board members within a district.
5. A study should be developed that examines the separation of responsibilities within school districts, which utilize other forms of governance such as schools utilizing charter, education development boards, or school-based management systems.

**APPENDIX A.**  
**HUMAN SUBJECTS APPROVAL**

**Information for Review of Research Involving Human Subjects**  
**Iowa State University**

(Please type and use the attached instructions for completing this form)

RECEIVED  
JAN 21 2003  
COLLEGE

1. Title of Project Leadership Responsibilities: Perceptions of School Board Members and Superintendents
2. I agree to provide the proper surveillance of this project to insure that the rights and welfare of the human subjects are protected. I will report any adverse reactions to the committee. Additions to or changes in research procedures after the project has been approved will be submitted to the committee for review. I agree to request renewal of approval for any project continuing more than one year.

Gregory A. Thomas  
 Typed name of principal investigator  
Educational Leadership and Policy  
Studies  
Department  
515-594-4383  
 Phone number to report results

1-15-00  
 Date

*Gregory A. Thomas*  
 Signature of principal investigator

N229 Lagomarcino Hall

Campus address

3. Signatures of other investigators  
William K. Poston Jr.

Date

Relationship to principal investigator

1-15-00

Major Professor

4. Principal investigator(s) (check all that apply)

☒ Faculty

☐ Staff

☒ Graduate student

☐ Undergraduate student

5. Project (check all that apply)

☐ Research

☒ Thesis or dissertation

☐ Class project

☐ Independent Study (490, 590, Honors project)

6. Number of subjects (complete all that apply)

# Adults, non-students: 700

# Minors under 14: 0

# Minors 14 - 17: 0

# ISU students: 0

Other

(explain):

7. Brief description of proposed research involving human subjects: (See instructions, item 7. Use an additional page if needed.)

Survey of Superintendents and School Board Members across the state of Iowa to obtain perceptions of roles and responsibilities of each group. The survey will consist of 55 questions where two responses will be given for each question. (Enclosed) A random sample will be developed from a population of 375 superintendents and 2100 board members. To assure quality data a code such as "IS", which would identify the first superintendent of the random sample, will be placed on each survey. A reminder will be sent to those who did not return their surveys.

(Please do not send research, thesis, or dissertation proposals.)

8. Informed Consent

☐ Signed informed consent will be obtained. (Attach a copy of your form.)

☐ Modified informed consent will be obtained. (See instructions, item 8.)

☒ Not applicable to this project.

9. Confidentiality of Data: Describe below the methods you will use to ensure the confidentiality of data obtained. (See instructions, item 9.)

No individual names or school district names will be used within the analysis of data. The principal investigator will do the transferring of data from the surveys to a spreadsheet for the investigator and no one else.

10. What risks or discomfort will be part of the study? Will subjects in the research be placed at risk or incur discomfort? Describe any risks to the subjects and precautions that will be taken to minimize them. (The concept of risk goes beyond physical risk and includes risks to subjects' dignity and self-respect as well as psychological or emotional risk. See instructions, item 10.)

There will be no for foreseeable risk as the subjects will be only giving their opinions. At no time will the opinions given and the name of the subject be connected.

11. CHECK ALL of the following that apply to your research:

- ☐ A. Medical clearance necessary before subjects can participate  
☐ B. Administration of substances (foods, drugs, etc.) to subjects  
☐ C. Physical exercise or conditioning for subjects  
☐ D. Samples (blood, tissue, etc.) from subjects  
☐ E. Administration of infectious agents or recombinant DNA  
☐ F. Deception of subjects  
☐ G. Subjects under 14 years of age and/or ☐ Subjects 14 - 17 years of age  
☐ H. Subjects in institutions (nursing homes, prisons, etc.)  
☐ I. Research must be approved by another institution or agency (Attach letters of approval)

If you checked any of the items in 11, please complete the following in the space below (include any attachments):

Items A-E Describe the procedures and note the proposed safety precautions.

\_\_\_\_\_

Items D-E The principal investigator should send a copy of this form to Environmental Health and Safety, 118 Agronomy Lab for review.

\_\_\_\_\_

Item F Describe how subjects will be deceived; justify the deception; indicate the debriefing procedure, including the timing and information to be presented to subjects.

\_\_\_\_\_

Item G For subjects under the age of 14, indicate how informed consent will be obtained from parents or legally authorized representatives as well as from subjects.

\_\_\_\_\_

Items H-I Specify the agency or institution that must approve the project. If subjects in any outside agency or institution are involved, approval must be obtained prior to beginning the research, and the letter of approval should be filed.

\_\_\_\_\_

Last name of Principal Investigator Thomas

## Checklist for Attachments and Time Schedule

The following are attached (please check):

12. ☒ Letter or written statement to subjects indicating clearly:
- a) the purpose of the research
  - b) the use of any identifier codes (names, #s), how they will be used, and when they will be removed (see item 17)
  - c) an estimate of time needed for participation in the research
  - d) if applicable, the location of the research activity
  - e) how you will ensure confidentiality
  - f) in a longitudinal study, when and how you will contact subjects later
  - g) that participation is voluntary; nonparticipation will not affect evaluations of the subject
13. ☐ Signed consent form (if applicable)
14. ☐ Letter of approval for research from cooperating organizations or institutions (if applicable)
15. ☒ Data-gathering instruments

15. Anticipated dates for contact with subjects:

First contact

February 1, 2000

Month/Day/Year

Last contact

April 30, 2000

Month/Day/Year

17. If applicable: anticipated date that identifiers will be removed from completed survey instruments and/or audio or visual tapes will be erased:

May 30, 2000

Month/Day/Year

18. Signature of Departmental Executive Officer

Date

Department or Administrative Unit

J. G. Smith1/24/00ELPS

19. Decision of the University Human Subjects Review Committee:

☒ Project approved☐ Project not approved☐ No action required

Name of Human Subjects in Research Committee Chair

Date

Signature of Committee Chair

Patricia M. Kelth2/3/00Pmkelth

*Has not made contact with subjects - Per Greg Thomas, PI 1/28/2000*

*will go to open*



**APPENDIX B.**  
**SCHOOL BOARD AND SUPERINTENDENT QUESTIONNAIRE**

**Leadership Responsibilities:**  
**Perceptions of**  
**School Board Members and Superintendents**

**Part 1. Demographic Information**

What is your gender? Male ☐ Female ☐

What is the K-12 enrollment of your school district for the 1999-2000 school year?

☐ less than 250      ☐ 250-399      ☐ 400-599      ☐ 600-999      ☐ more than 1000

Which of the following best describes the community your school system serves?

☐ less than 1000      ☐ 1001-2500      ☐ 2501-5000      ☐ 5001-10,000      ☐ more than 10,000

What is the total number of board members who serve on your school board? \_\_\_\_\_ Men      \_\_\_\_\_ Women

**Superintendents Only**

Including this year, how many total years have you served as a superintendent of schools?

☐ 0-3      ☐ 4-7      ☐ 8-11      ☐ 12-15      ☐ over 15

Your level of education: ☐ Ed. Specialist/CAS      ☐ Ph.D./Ed.S

**Board Members Only**

Including this year, how many total years have you served as a school board member?

☐ 0-5      ☐ 6-10      ☐ 11-15      ☐ 16-20      ☐ 21-25      ☐ over 25

Your level of education:

☐ High School or less      ☐ Some College/AA Degree      ☐ Bachelor Degree      ☐ Graduate School

Which occupational cluster best represents your profession?

☐ Management      ☐ Professional & Technical      ☐ Sales  
☐ Service      ☐ Transportation      ☐ Mechanic      ☐ Administrative Support  
☐ Construction      ☐ Production      ☐ Laborers and Helpers

## Part 2. Leadership Responsibility

Directions: Listed below are 50 issues on which school boards and superintendents are expected to make decisions. For each issue, please indicate who, in your school system, actually decides on that issue ("HOW IT IS" column) and who you believe ought to decide on that issue ("HOW IT OUGHT TO BE" column). Please indicate your answer by placing an "X" in the appropriate box, utilizing the following scale.

- 1 – Always the responsibility of the Board of Education.
- 2 – Usually the responsibility of the Board of Education.
- 3 – Equal responsibility of the Board and Superintendent.
- 4 – Usually the responsibility of the Superintendent (may be delegated).
- 5 – Always the responsibility of the Superintendent (may be delegated).

### HOW IT IS

### HOW IT OUGHT TO BE

<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4	<input type="checkbox"/> 5	1. Developing the line item budget for the 2000-2001 school year.	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4	<input type="checkbox"/> 5
<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4	<input type="checkbox"/> 5	2. Supervising the development of benchmarks and standards.	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4	<input type="checkbox"/> 5
<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4	<input type="checkbox"/> 5	3. Appointing legal counsel to represent the district.	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4	<input type="checkbox"/> 5
<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4	<input type="checkbox"/> 5	4. Eliminating a course offering from the curriculum to meet budget demands. (example: auto mechanics)	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4	<input type="checkbox"/> 5
<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4	<input type="checkbox"/> 5	5. Negotiating for the school system at employee contract talks.	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4	<input type="checkbox"/> 5
<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4	<input type="checkbox"/> 5	6. Planning orientation for new school board members.	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4	<input type="checkbox"/> 5
<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4	<input type="checkbox"/> 5	7. Determining what items will be included on the school board agenda.	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4	<input type="checkbox"/> 5
<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4	<input type="checkbox"/> 5	8. Selecting (not appointing) a principal.	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4	<input type="checkbox"/> 5
<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4	<input type="checkbox"/> 5	9. Determining which building to close due to declining enrollment.	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4	<input type="checkbox"/> 5
<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4	<input type="checkbox"/> 5	10. Authorizing the purchase of student desks from budgeted funds.	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4	<input type="checkbox"/> 5
<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4	<input type="checkbox"/> 5	11. Awarding a soft drink distributor the contract to be the official beverage of the school system.	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4	<input type="checkbox"/> 5
<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4	<input type="checkbox"/> 5	12. Establishing a new activity to add to the extra-curricular program offerings. (example: a golf program)	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4	<input type="checkbox"/> 5
<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4	<input type="checkbox"/> 5	13. Appointing people to serve on the district's citizen advisory committee.	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4	<input type="checkbox"/> 5
<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4	<input type="checkbox"/> 5	14. Assigning a teacher to be department chairperson.	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4	<input type="checkbox"/> 5
<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4	<input type="checkbox"/> 5	15. Terminating the school system's business official.	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4	<input type="checkbox"/> 5

<u>HOW IT IS</u>						<u>HOW IT OUGHT TO BE</u>				
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	16. Establishing an attendance policy - setting a maximum number of student absences before losing credit in a class.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	17. Deciding in which financial institution to deposit school system funds.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	18. Selecting (not appointing) an athletic coach.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	19. Delaying school because of bad weather.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	20. Deciding to commence consolidation with a neighbor district.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	21. Approving the annual budget to be implemented for the following school year.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	22. Developing a clear chain of command within the school system.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	23. Establishing an evaluation program for certified and noncertified staff.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	24. Developing a staff development program dealing with behavior management.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	25. Approving payment of financial obligations against the district.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	26. Changing the assignment of an employed teacher.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	27. Accepting bids for construction of a new bus wash facility.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	28. Adopting student learning goals.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	29. Allowing a request from the Boy Scouts to use school facilities.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	30. Representing needs of the school before city authorities or the state legislature.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	31. Investing \$100,000 into certificates of deposit or treasury bills.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	32. Selecting textbooks for the new health course being offered.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	33. Determining the school calendar, including starting date, end date, vacations and holidays.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	34. Acting as a court of appeals for teachers.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	35. Adopting the employee pay scale for the 2000-2001 school year.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	36. Ruling on a challenge by a parent concerning a teacher's grading scale.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	37. Evaluating the building principals.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	38. Designing a new elementary school (along with an architect), which utilizes the "open" classroom concept.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	39. Setting a guideline which incorporates principles of treatment for employees, such as sick leave and leaves of absence.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	40. Facilitating the development of multiple assessments for the district.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

HOW IT IS	HOW IT OUGHT TO BE
<input type="checkbox"/> 1 <input type="checkbox"/> 2 <input type="checkbox"/> 3 <input type="checkbox"/> 4 <input type="checkbox"/> 5 41. Reviewing discipline procedures utilized by building administrators.	<input type="checkbox"/> 1 <input type="checkbox"/> 2 <input type="checkbox"/> 3 <input type="checkbox"/> 4 <input type="checkbox"/> 5
<input type="checkbox"/> 1 <input type="checkbox"/> 2 <input type="checkbox"/> 3 <input type="checkbox"/> 4 <input type="checkbox"/> 5 42. Determining that the school district will put forth a \$2.5 million bond for voter approval during the next November's election.	<input type="checkbox"/> 1 <input type="checkbox"/> 2 <input type="checkbox"/> 3 <input type="checkbox"/> 4 <input type="checkbox"/> 5
<input type="checkbox"/> 1 <input type="checkbox"/> 2 <input type="checkbox"/> 3 <input type="checkbox"/> 4 <input type="checkbox"/> 5 43. Authorizing the establishment of a prekindergarten program for disabled students.	<input type="checkbox"/> 1 <input type="checkbox"/> 2 <input type="checkbox"/> 3 <input type="checkbox"/> 4 <input type="checkbox"/> 5
<input type="checkbox"/> 1 <input type="checkbox"/> 2 <input type="checkbox"/> 3 <input type="checkbox"/> 4 <input type="checkbox"/> 5 44. Determining that a student will be picked up by the school bus at a certain time and place.	<input type="checkbox"/> 1 <input type="checkbox"/> 2 <input type="checkbox"/> 3 <input type="checkbox"/> 4 <input type="checkbox"/> 5
<input type="checkbox"/> 1 <input type="checkbox"/> 2 <input type="checkbox"/> 3 <input type="checkbox"/> 4 <input type="checkbox"/> 5 45. Reviewing an annual audit of the school.	<input type="checkbox"/> 1 <input type="checkbox"/> 2 <input type="checkbox"/> 3 <input type="checkbox"/> 4 <input type="checkbox"/> 5
<input type="checkbox"/> 1 <input type="checkbox"/> 2 <input type="checkbox"/> 3 <input type="checkbox"/> 4 <input type="checkbox"/> 5 46. Directs the process of reviewing library material that is appropriate for students.	<input type="checkbox"/> 1 <input type="checkbox"/> 2 <input type="checkbox"/> 3 <input type="checkbox"/> 4 <input type="checkbox"/> 5
<input type="checkbox"/> 1 <input type="checkbox"/> 2 <input type="checkbox"/> 3 <input type="checkbox"/> 4 <input type="checkbox"/> 5 47. Holding public board meetings to transact business of the board.	<input type="checkbox"/> 1 <input type="checkbox"/> 2 <input type="checkbox"/> 3 <input type="checkbox"/> 4 <input type="checkbox"/> 5
<input type="checkbox"/> 1 <input type="checkbox"/> 2 <input type="checkbox"/> 3 <input type="checkbox"/> 4 <input type="checkbox"/> 5 48. Ensuring that a quality career guidance program is being implemented.	<input type="checkbox"/> 1 <input type="checkbox"/> 2 <input type="checkbox"/> 3 <input type="checkbox"/> 4 <input type="checkbox"/> 5
<input type="checkbox"/> 1 <input type="checkbox"/> 2 <input type="checkbox"/> 3 <input type="checkbox"/> 4 <input type="checkbox"/> 5 49. Transferring a student from one school to another within the system.	<input type="checkbox"/> 1 <input type="checkbox"/> 2 <input type="checkbox"/> 3 <input type="checkbox"/> 4 <input type="checkbox"/> 5
<input type="checkbox"/> 1 <input type="checkbox"/> 2 <input type="checkbox"/> 3 <input type="checkbox"/> 4 <input type="checkbox"/> 5 50. Delineating the grade organization of the system's schools.	<input type="checkbox"/> 1 <input type="checkbox"/> 2 <input type="checkbox"/> 3 <input type="checkbox"/> 4 <input type="checkbox"/> 5

**Thank you for completing the questionnaire. Please fold in half, tape closed, and return.**

**APPENDIX C.**  
**ESTABLISHED COVER LETTERS**

## IOWA STATE UNIVERSITY

College of Education  
 Department of Professional Studies  
 2220 Lagomarcino Hall  
 Ames, Iowa 50011-3168  
 515 284-4408  
 FAX 515 284-4042

Dear Superintendent or Board Member:

This is a busy time of the year for you; however we need your help with a study of school board - superintendent relationships. This study is part of a doctoral dissertation to identify problems and issues pursuant to the superintendency. Enclosed is a questionnaire for you to fill out which only takes about 10 minutes to complete. Please complete the form at your earliest convenience and return it to us with the self-addressed mailer (no postage required).

The purpose of the study is to determine how both school board members and superintendents view their respective roles and responsibilities. Additionally, the study will evaluate how superintendents and board members work within the areas of governance and management.

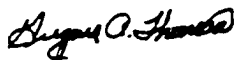
Your responses will be coded to protect confidentiality. The coded numbers will only be used to determine the returns in order that reminders can be mailed and so district respondents can be matched up. No individual results from any administrator or board member will be reported or disclosed. The results will only be summarized in a group manner including all respondents. The questionnaires will be destroyed after the information is tabulated and recorded. Completion of the questionnaire notes your agreement to participate in the study.

Once you have finished answering the questions, simply place the questionnaire in the return envelope and drop in the nearest mailbox. If you have any questions or concerns about the survey, you may reach us via electronic mail at <gthomas@iastate.edu> or by phone at 515-594-4383.


We cannot overemphasize the importance of your contribution to this undertaking. A high percentage of return questionnaires will enhance the validity of the research and help us learn more on how to help you in your professional work.

Please assist us by returning your responses in the mail within the next few days. Your cooperation and assistance is greatly appreciated.

Sincerely,



Gregory A. Thomas  
 Graduate Student  
 Iowa State University



William K. Poston Jr.  
 Associate Professor  
 Iowa State University

# IOWA STATE UNIVERSITY

College of Education  
Department of Professional Studies  
4229 Lagomarcino Hall  
Ames, Iowa 50011-3190  
515 294-3468  
FAX 515 294-4942

Dear Superintendent or Board Member:

We still urgently need your help! This is a follow up letter to a correspondence sent to you on April 25, 2000. The first letter asked you to help us with a study of problems and issues pursuant to the superintendency. Enclosed is a second copy of the questionnaire for you to fill out which only takes about 10 minutes to complete. Please complete the form at your earliest convenience and return it to us with the self-addressed mailer (no postage required).

The purpose of the study is to determine how both school board members and superintendents view their respective roles and responsibilities. Additionally, the study will evaluate how superintendents and board members work within the areas of governance and management.

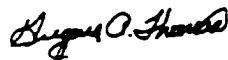
Your responses will be coded to protect anonymity. The coded numbers will only be used to determine the returns in order that a reminder, such as this, can be mailed. No individual results from any administrator or board member will be reported or disclosed. The results will only be summarized in a group manner including all respondents. The questionnaire will be destroyed after the information is tabulated and recorded. Completion of the questionnaire notes your agreement to participate in the study.

Once you have finished answering the questions, simply fold in half, tape it and drop in the nearest mailbox. If you have any questions or concerns about the survey, you may reach us via electronic mail at [gthomas@iastate.edu](mailto:gthomas@iastate.edu) or by phone at 515-594-4383.

We cannot overemphasize the importance of your contribution to this undertaking. A high percentage of return questionnaires will enhance the validity of the research and help us learn more on how to help you in your professional work.

Please assist us by returning your responses in the mail within the next few days. Your cooperation and assistance is greatly appreciated.

Sincerely,



Gregory A. Thomas  
Graduate Student  
Iowa State University



William K. Poston Jr.  
Associate Professor  
Iowa State University



**APPENDIX D.**  
**PERCENTAGE AND FREQUENCY DISTRIBUTION OF LEADERSHIP**  
**ISSUES BY BOARD MEMBERS ON “HOW IT IS” RESPONSES**

Item	Board Responsibility	Usually Board Responsibility	Shared	Usually Supt. Responsibility	Supt. Responsibility	Mean
1. Developing the line item budget	1.1	0	10.0	26.8	62.1	4.4895
2. Supervising the development of benchmarks and standards	1.1	1.6	30.0	37.9	29.5	3.9316
3. Appointing legal counsel	25.8	7.4	36.8	13.2	16.8	2.8789
4. Eliminating course offerings	5.3	8.9	49.5	20.5	15.8	3.3263
5. Negotiating for school	8.9	2.1	54.2	18.4	16.3	3.3105
6. School board orientation	3.7	7.9	27.9	35.8	24.7	3.7
7. Determining items for placement of school board agenda	1.6	0.5	33.7	49.5	14.7	3.7526
8. Selecting(not appointing) a principal	6.8	7.4	41.6	21.1	23.2	3.4632
9. Determining what building to close	15.8	10.0	56.8	8.9	8.4	2.8421
10. Authorizing the purchase of student desk from budgeted funds	12.1	3.2	20.0	25.3	39.5	3.7684
11. Awarding soft drink distributor contract to be official beverage	17.9	11.1	28.9	18.4	23.7	3.1895
12. Establishing a new activity to add to the extra-curricular program	11.6	8.4	48.4	22.1	9.5	3.0947
13. Appointing people to the district advisory committee	10.0	11.6	37.9	25.3	15.3	3.2421

Item	Board Responsibility	Usually Board Responsibility	Shared	Usually Supt. Responsibility	Supt. Responsibility	Mean
14. Assigning a teacher to be department chair	1.1	0.5	4.7	33.7	60.0	4.5105
15. Terminating the school systems business official	16.3	6.8	44.2	14.7	17.9	3.1105
16. Establishing an attendance policy	15.8	7.4	37.4	24.7	14.7	3.1526
17. Deciding which financial institution to deposit school funds	25.3	13.7	30.0	17.9	13.2	2.8
18. Selecting (not appointing) an athletic coach	2.1	4.7	18.4	34.7	40.0	4.0579
19. Delaying school because of bad weather	0.5	0	0.5	9.5	89.5	4.8737
20. Deciding to commence consolidation with a neighbor district	33.7	7.9	53.7	0.5	4.2	2.3368
21. Approving the annual budget	62.6	9.5	23.2	2.6	2.1	1.7211
22. Developing a clear chain of command	7.9	2.1	35.8	13.2	41.1	3.7737
23. Establishing an evaluation program for certified and noncertified staff	1.6	0.5	21.6	32.1	44.2	4.1684
24. Developing staff development programs	0.5	0	11.6	37.9	50.0	4.3684
25. Approving financial obligations against the district	56.8	11.1	24.7	4.2	3.2	1.8579
26. Changing the assignment of an employed teacher	2.1	0	11.1	39.5	47.4	4.3

Item	Board Responsibility	Usually Board Responsibility	Shared	Usually Supt. Responsibility	Supt. Responsibility	Mean
27. Accepting bids for construction projects	46.8	6.3	31.6	7.9	7.4	2.2263
28. Adopting student learning goals	20.0	5.8	50.0	15.3	8.9	2.8737
29. Allowing a request from the Boy Scouts to use facilities	8.4	8.9	20.0	26.8	35.8	3.7263
30. Representing needs of the school before city authorities or state legislature	1.1	3.2	45.3	25.8	24.7	3.7
31. Investing money into certificates of deposit or treasury bills	17.9	8.9	27.4	23.2	22.6	3.2368
32. Selecting textbooks for the new health course being offered	2.1	1.1	10.0	43.2	43.7	4.2526
33. Determining the dates of the school calendar	11.1	3.2	44.2	24.7	16.8	3.3316
34. Acting as a court of appeals for teachers	37.4	10.0	13.7	20.0	18.9	2.7316
35. Adopting the employee pay scale	53.2	7.9	35.8	2.6	0.5	1.8947
36. Ruling on a challenge by a parent concerning a teacher's grading scale.	11.1	3.7	16.8	29.5	38.9	3.8158
37. Evaluating building principals	2.1	0	11.1	18.4	68.4	4.5105
38. Designing a new elementary school	4.2	3.7	76.3	11.6	4.2	3.0789
39. Setting a guideline which incorporates principles of treatment for employees	13.2	8.9	47.9	17.9	12.1	3.0684

Item	Board Responsibility	Usually Board Responsibility	Shared	Usually Supt. Responsibility	Supt. Responsibility	Mean
40. Facilitating the development of multiple assessment for the district	1.6	1.6	33.7	34.2	28.9	3.8737
41. Reviewing discipline procedures utilized by principals	10.5	5.3	37.4	19.5	27.4	3.4789
42. Determining that the school district will put fourth a bond issue to the people	41.6	10.0	44.7	2.6	1.1	2.1158
43. Authorizing the establishment of a pre-kindergarten program for disabled students	34.2	9.5	47.4	4.8	3.2	2.3421
44. Determining bus routes	2.1	1.1	6.3	30.0	60.5	4.4579
45. Reviewing an annual audit of the school	23.7	4.7	63.7	4.7	3.2	2.5895
46. Directs the process of reviewing library material	2.6	1.1	13.7	39.5	43.2	4.1947
47. Holding public board meetings	38.4	4.2	48.9	4.7	3.7	2.3105
48. Ensuring that quality career guidance program is being implemented	3.2	1.1	28.4	33.7	33.7	3.9368
49. transferring a student from one school to another within the system	2.6	2.1	18.4	29.5	47.4	4.1684
50. Delineating the grade organization of the system's schools	10.0	5.3	41.1	21.1	22.6	3.4105

**APPENDIX E.**  
**PERCENTAGE AND FREQUENCY DISTRIBUTION OF LEADERSHIP**  
**ISSUES BY BOARD MEMBERS ON “HOW IT OUGHT TO BE” RESPONSES**

Item	Board Responsibility	Usually Board Responsibility	Shared	Usually Supt. Responsibility	Supt. Responsibility	Mean
1. Developing the line item budget	2.9	0	4.4	15.3	77.4	4.6423
2. Supervising the development of benchmarks and standards	0.7	0	4.4	38.0	56.9	4.5036
3. Appointing legal counsel	39.4	13.1	30.7	8.0	8.8	2.3358
4. Eliminating course offerings	10.2	9.5	46.0	21.2	13.1	3.1752
5. Negotiating for school	7.3	5.1	35.8	27.7	24.1	3.5620
6. School board orientation	1.5	2.9	31.4	32.1	32.1	3.9051
7. Determining items for placement of school board agenda	0	1.5	30.7	43.1	24.8	3.9124
8. Selecting(not appointing) a principal	2.9	1.5	36.5	25.5	33.6	3.8540
9. Determining what building to close	21.9	8.8	57.7	8.0	3.6	2.6277
10. Authorizing the purchase of student desk from budgeted funds	2.2	2.2	1.5	24.8	69.3	4.5693
11. Awarding soft drink distributor contract to be official beverage	16.8	8.0	24.1	26.3	24.8	3.3431
12. Establishing a new activity to add to the extra-curricular program	25.5	9.5	44.5	13.1	7.3	2.6715
13. Appointing people to the district advisory committee	13.9	15.3	36.5	20.4	13.9	3.0511

Item	Board Responsibility	Usually Board Responsibility	Shared	Usually Supt. Responsibility	Supt. Responsibility	Mean
14. Assigning a teacher to be department chair	1.5	2.2	8.8	30.7	56.9	4.3942
15. Terminating the school systems business official	23.4	10.2	36.5	15.3	14.6	2.8759
16. Establishing an attendance policy	19.7	6.6	38.0	25.5	10.2	3.0
17. Deciding which financial institution to deposit school funds	29.2	9.5	34.3	10.9	16.1	2.7518
18. Selecting (not appointing) an athletic coach	1.5	1.5	5.8	29.2	62	4.4891
19. Delaying school because of bad weather	0	0	0	4.4	95.6	4.9562
20. Deciding to commence consolidation with a neighbor district	43.1	16.1	35.8	2.2	2.9	2.0584
21. Approving the annual budget	67.2	5.1	20.4	4.4	2.9	1.7080
22. Developing a clear chain of command	8.0	5.1	44.5	13.1	29.2	3.5036
23. Establishing an evaluation program for certified and noncertified staff	2.9	2.2	22.6	31.4	40.9	4.0511
24. Developing staff development programs	0	0.7	4.4	42.3	52.6	4.4672
25. Approving financial obligations against the district	78.1	5.1	9.5	4.4	2.9	1.4891
26. Changing the assignment of an employed teacher	0.7	1.5	10.2	31.4	56.2	4.4088



Item	Board Responsibility	Usually Board Responsibility	Shared	Usually Supt. Responsibility	Supt. Responsibility	Mean
27. Accepting bids for construction projects	73.7	5.1	10.9	6.6	3.6	1.6131
28. Adopting student learning goals	36.5	6.6	33.6	13.1	10.2	2.57401
29. Allowing a request from the Boy Scouts to use facilities	2.2	2.9	2.2	29.9	62.8	4.4818
30. Representing needs of the school before city authorities or state legislature	0.7	2.9	50.4	26.3	19.7	3.6131
31. Investing money into certificates of deposit or treasury bills	10.2	3.6	11.7	28.5	46.0	3.9635
32. Selecting textbooks for the new health course being offered	5.1	1.5	12.4	32.1	48.9	4.1825
33. Determining the dates of the school calendar	17.5	2.9	46.0	19.0	14.6	3.1022
34. Acting as a court of appeals for teachers	45.3	13.1	13.9	12.4	15.3	2.3942
35. Adopting the employee pay scale	75.2	6.6	13.1	0.7	4.4	1.5255
36. Ruling on a challenge by a parent concerning a teacher's grading scale.	6.6	8.0	13.9	31.4	40.1	3.9051
37. Evaluating building principals	1.5	1.5	5.1	8.8	83.2	4.7080
38. Designing a new elementary school	11.7	4.4	75.2	5.1	3.6	2.8467
39. Setting a guideline which incorporates principles of treatment for employees	21.2	9.5	46.7	7.3	15.3	2.8613

Item	Board Responsibility	Usually Board Responsibility	Shared	Usually Supt. Responsibility	Supt. Responsibility	Mean
40. Facilitating the development of multiple assessment for the district	0.7	0	7.3	35	56.9	4.4745
41. Reviewing discipline procedures utilized by principals	3.6	1.5	38.0	24.1	32.8	3.8102
42. Determining that the school district will put fourth a bond issue to the people	63.5	8.0	27.0	0.7	0.7	1.6715
43. Authorizing the establishment of a pre-kindergarten program for disabled students	46.7	10.9	32.1	5.1	5.1	2.1095
44. Determining bus routes	0	0.7	2.2	29.2	67.9	4.6423
45. Reviewing an annual audit of the school	25.5	3.6	67.2	2.2	1.5	2.5036
46. Directs the process of reviewing library material	4.4	0.7	13.9	37.2	43.8	4.1533
47. Holding public board meetings	50.4	5.1	37.2	3.6	3.6	2.0511
48. Ensuring that quality career guidance program is being implemented	1.5	0	21.9	34.3	42.3	4.1606
49. transferring a student from one school to another within the system	0.7	1.5	6.6	29.2	62.0	4.5036
50. Delineating the grade organization of the system's schools	31.4	8.0	43.1	7.3	10.2	2.5693

**APPENDIX F.**  
**PERCENTAGE AND FREQUENCY DISTRIBUTION OF LEADERSHIP**  
**ISSUES BY SUPERINTENDENT “HOW IT IS” RESPONSES**

Item	Board Responsibility	Usually Board Responsibility	Shared	Usually Supt. Responsibility	Supt. Responsibility	Mean
1. Developing the line item budget	0.5	0.5	19.5	30.0	49.5	4.2737
2. Supervising the development of benchmarks and standards	1.1	2.6	42.1	34.2	20.0	3.6947
3. Appointing legal counsel	26.3	9.5	42.1	12.1	10.0	2.7
4. Eliminating course offerings	7.4	8.4	61.1	11.6	11.6	3.1158
5. Negotiating for school	8.9	2.1	58.4	15.8	14.7	3.2526
6. School board orientation	4.7	7.9	50.5	18.9	17.9	3.3737
7. Determining items for placement of school board agenda	1.1	3.7	58.4	28.9	7.9	3.3895
8. Selecting(not appointing) a principal	10.5	6.3	60.0	8.9	14.2	3.1
9. Determining what building to close	15.3	11.1	62.6	5.3	5.8	2.7526
10. Authorizing the purchase of student desk from budgeted funds	12.6	3.2	22.6	27.4	34.2	3.6737
11. Awarding soft drink distributor contract to be official beverage	18.9	9.5	36.3	15.3	20.0	3.0789
12. Establishing a new activity to add to the extra-curricular program	12.6	6.8	59.5	14.7	6.3	2.9526
13. Appointing people to the district advisory committee	12.1	13.7	48.4	18.4	7.4	2.9526

Item	Board Responsibility	Usually Board Responsibility	Shared	Usually Supt. Responsibility	Supt. Responsibility	Mean
14. Assigning a teacher to be department chair	1.1	1.1	9.5	30.0	58.4	4.4368
15. Terminating the school systems business official	18.4	9.5	46.8	11.6	13.7	2.9263
16. Establishing an attendance policy	14.7	10.0	47.4	17.4	10.5	2.9895
17. Deciding which financial institution to deposit school funds	27.4	11.1	38.4	10.5	12.6	2.7
18. Selecting (not appointing) an athletic coach	3.2	5.8	31.1	27.4	32.6	3.8053
19. Delaying school because of bad weather	0.5	0	2.6	12.1	84.7	4.8053
20. Deciding to commence consolidation with a neighbor district	36.8	7.9	53.7	1.1	0.5	2.2053
21. Approving the annual budget	63.2	7.9	26.3	1.1	1.6	1.7
22. Developing a clear chain of command	7.9	1.6	38.4	7.9	44.2	3.7895
23. Establishing an evaluation program for certified and noncertified staff	1.6	1.1	34.2	21.1	42.1	4.0105
24. Developing staff development programs	1.1	0.5	13.7	38.4	46.3	4.2842
25. Approving financial obligations against the district	58.9	7.9	26.8	2.6	3.7	1.8421
26. Changing the assignment of an employed teacher	3.2	0.5	17.4	31.6	47.4	4.1947

Item	Board Responsibility	Usually Board Responsibility	Shared	Usually Supt. Responsibility	Supt. Responsibility	Mean
27. Accepting bids for construction projects	46.3	7.4	32.1	8.4	5.8	2.2
28. Adopting student learning goals	20.0	7.4	51.1	13.2	8.4	2.8263
29. Allowing a request from the Boy Scouts to use facilities	6.8	10.0	21.6	26.3	35.3	3.7316
30. Representing needs of the school before city authorities or state legislature	1.1	3.7	56.3	17.4	21.6	3.7
31. Investing money into certificates of deposit or treasury bills	20.0	7.4	32.1	22.1	18.4	3.1158
32. Selecting textbooks for the new health course being offered	1.6	2.1	17.4	38.9	40.0	4.1368
33. Determining the dates of the school calendar	11.6	2.1	49.5	20.0	16.8	3.2842
34. Acting as a court of appeals for teachers	37.4	10.0	21.1	18.4	13.2	2.6
35. Adopting the employee pay scale	52.6	9.5	34.7	2.6	0.5	1.8895
36. Ruling on a challenge by a parent concerning a teacher's grading scale.	11.1	5.3	18.9	30.0	34.7	3.7211
37. Evaluating building principals	2.1	0.5	25.8	15.8	55.8	4.2263
38. Designing a new elementary school	5.3	3.2	80.5	8.4	2.6	3.0
39. Setting a guideline which incorporates principles of treatment for employees	13.7	7.9	55.8	12.1	10.5	3.0684

Item	Board Responsibility	Usually Board Responsibility	Shared	Usually Supt. Responsibility	Supt. Responsibility	Mean
40. Facilitating the development of multiple assessment for the district	1.1	1.6	40.5	30.5	26.3	3.7947
41. Reviewing discipline procedures utilized by principals	11.6	5.3	50.5	12.1	20.5	3.2474
42. Determining that the school district will put fourth a bond issue to the pcople	45.8	6.8	45.3	1.1	1.1	2.0474
43. Authorizing the establishment of a pre-kindergarten program for disabled students	35.8	8.4	49.5	3.7	2.6	2.2895
44. Determining bus routes	2.6	1.1	8.4	28.4	59.5	4.4105
45. Reviewing an annual audit of the school	23.2	4.2	65.8	5.3	1.6	2.5789
46. Directs the process of reviewing library material	2.6	1.6	20.0	33.2	42.6	4.1158
47. Holding public board meetings	40.0	6.3	47.9	3.7	2.1	2.2158
48. Ensuring that quality career guidance program is being implemented	4.2	3.7	38.4	21.6	32.1	3.7368
49. transferring a student from one school to another within the system	3.2	2.6	21.1	27.4	45.8	4.1
50. Delineating the grade organization of the system's schools	10.0	5.3	41.1	21.1	22.6	3.3684

**APPENDIX G.**  
**PERCENTAGE AND FREQUENCY DISTRIBUTION OF LEADERSHIP**  
**ISSUES BY SUPERINTENDENT “HOW IT OUGHT TO BE” RESPONSES**



Item	Board Responsibility	Usually Board Responsibility	Shared	Usually Supt. Responsibility	Supt. Responsibility	Mean
1. Developing the line item budget	0.7	0	5.8	19.0	74.5	4.6642
2. Supervising the development of benchmarks and standards	1.5	0	12.4	32.8	53.3	4.3650
3. Appointing legal counsel	35.8	14.6	38	5.1	6.6	2.3212
4. Eliminating course offerings	10.9	4.4	56.2	15.3	13.1	3.1533
5. Negotiating for school	9.5	3.6	40.1	24.1	22.6	3.4672
6. School board orientation	2.9	4.4	59.9	19.7	13.1	3.3577
7. Determining items for placement of school board agenda	0	1.5	55.5	36.5	6.6	3.4818
8. Selecting(not appointing) a principal	1.5	0.7	38.0	21.2	38.7	3.9489
9. Determining what building to close	19.7	5.8	68.6	2.9	2.9	2.6350
10. Authorizing the purchase of student desk from budgeted funds	0.7	0.7	4.4	25.5	68.6	4.6058
11. Awarding soft drink distributor contract to be official beverage	14.6	5.8	29.2	26.3	24.1	3.3942
12. Establishing a new activity to add to the extra-curricular program	24.1	9.5	47.4	10.9	8.0	2.6934
13. Appointing people to the district advisory committee	15.3	18.2	51.1	9.5	5.8	2.7226

Item	Board Responsibility	Usually Board Responsibility	Shared	Usually Supt. Responsibility	Supt. Responsibility	Mean
14. Assigning a teacher to be department chair	0	2.2	10.2	27.7	59.9	4.4526
15. Terminating the school systems business official	21.2	7.3	49.6	5.8	16.1	2.8832
16. Establishing an attendance policy	18.2	2.9	46.0	22.6	10.2	3.0365
17. Deciding which financial institution to deposit school funds	26.3	8.0	39.4	10.2	16.1	2.8175
18. Selecting (not appointing) an athletic coach	0	0.7	4.4	30.7	64.2	4.5839
19. Delaying school because of bad weather	0	0	0	6.6	93.4	4.9343
20. Deciding to commence consolidation with a neighbor district	44.5	14.6	38.0	2.2	0.7	2.0
21. Approving the annual budget	67.2	5.1	21.2	2.9	3.6	1.7080
22. Developing a clear chain of command	8.0	1.5	51.8	11.7	27.0	3.4818
23. Establishing an evaluation program for certified and noncertified staff	2.2	2.2	29.2	28.5	38.0	3.9781
24. Developing staff development programs	0	0.7	5.1	40.9	53.3	4.4672
25. Approving financial obligations against the district	78.1	4.4	8.8	4.4	4.4	1.5255
26. Changing the assignment of an employed teacher	0.7	0.7	7.3	30.7	60.6	4.4964

Item	Board Responsibility	Usually Board Responsibility	Shared	Usually Supt. Responsibility	Supt. Responsibility	Mean
27. Accepting bids for construction projects	73.0	3.6	13.9	4.4	5.1	1.6496
28. Adopting student learning goals	36.5	7.3	38.0	9.5	8.8	2.4672
29. Allowing a request from the Boy Scouts to use facilities	1.5	0.7	4.4	26.3	67.2	4.5693
30. Representing needs of the school before city authorities or state legislature	0.7	1.5	62.8	21.2	13.9	3.4599
31. Investing money into certificates of deposit or treasury bills	8.8	3.6	13.1	29.9	44.5	3.9781
32. Selecting textbooks for the new health course being offered	4.4	2.2	12.4	31.4	49.6	4.1971
33. Determining the dates of the school calendar	13.9	1.5	54.7	17.5	12.4	3.1314
34. Acting as a court of appeals for teachers	43.8	8.8	15.3	12.4	19.7	2.5547
35. Adopting the employee pay scale	70.8	5.8	17.5	2.9	2.9	1.6131
36. Ruling on a challenge by a parent concerning a teacher's grading scale.	5.8	5.1	15.3	31.4	42.3	3.9927
37. Evaluating building principals	0.7	0	2.2	8.0	89.1	4.8467
38. Designing a new elementary school	9.5	5.1	78.8	2.9	3.6	2.8613
39. Setting a guideline which incorporates principles of treatment for employees	21.2	9.5	46.7	7.3	15.3	2.8686

Item	Board Responsibility	Usually Board Responsibility	Shared	Usually Supt. Responsibility	Supt. Responsibility	Mean
40. Facilitating the development of multiple assessment for the district	0	0	8.0	34.3	57.7	4.4964
41. Reviewing discipline procedures utilized by principals	2.2	0.7	38.0	21.9	37.2	3.9124
42. Determining that the school district will put fourth a bond issue to the people	65.7	6.6	26.3	0.7	0.7	1.6423
43. Authorizing the establishment of a pre-kindergarten program for disabled students	46.0	10.2	35.0	4.4	4.4	2.1095
44. Determining bus routes	0	0	1.5	25.5	73.0	4.7153
45. Reviewing an annual audit of the school	22.6	5.8	67.2	2.2	2.2	2.5547
46. Directs the process of reviewing library material	3.6	0.7	13.1	40.1	42.3	4.1679
47. Holding public board meetings	50.4	2.9	42.3	1.5	2.9	2.0365
48. Ensuring that quality career guidance program is being implemented	1.5	0.7	24.1	31.4	42.3	4.1241
49. transferring a student from one school to another within the system	0.7	0	5.8	30.7	62.8	4.5474
50. Delineating the grade organization of the system's schools	29.2	5.8	50.4	5.8	8.8	2.5912

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